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VOL. XII.

No. 9.

THE CIVILIAN

DEVOTED TO THE INTERESTS OF THE
CIVIL SERVICE OF CANADA

OTTAWA, AUGUST, 1919



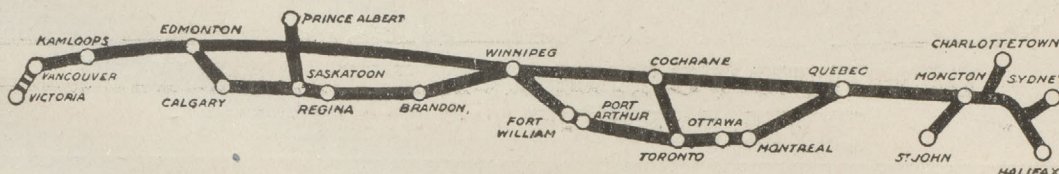
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DEVOTED TO THE INTERESTS OF THE CIVIL SERVICE OF CANADA

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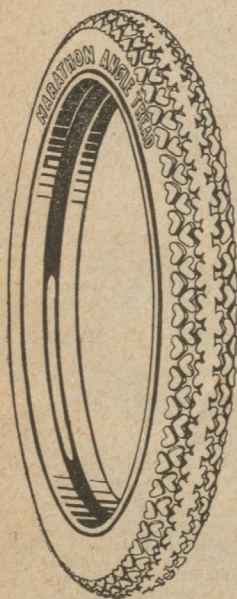
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THE CIVILIAN

DEVOTED TO THE INTERESTS OF THE CIVIL SERVICE OF CANADA

VOL. XII

AUGUST, 1919

No. 9

Government Recognizes Federation

**Representation on Civil Service Board of Hearing and Recommendation—
Federation Delegates will Attend National Industrial Conference—
Tremendous Gain for Organized Civil Service**

THE organized Civil Service of Canada has reason to congratulate itself on the official recognition which it has recently received in two important instances. The Civil Service Commission has requested the Federation to be represented on the proposed Board of Hearing and Recommendation to be established in connection with the classification of the Service, and the Hon. Gideon Robertson, Minister of Labour, has asked the Federation to send three delegates to the National Industrial Conference which will sit in Ottawa, September 11.

I

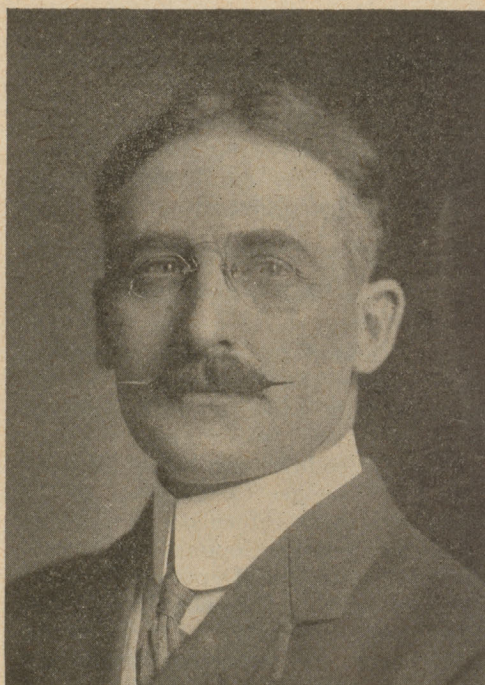
Representation on Civil Service Board of Hearing and Recommendation.

The announcement in regard to the proposed Board of Hearing and Recommendation was made by Commissioner Clarence Jameson at a conference held at the Victoria Museum, July 29, between the Civil Service Commission, Deputy Ministers and Departmental Officers, (1) To decide upon the method and means of applying the classification to the personnel of the Service, and the departmental assistance to that end; and (2) to obtain the nomination of two departmental representatives to a proposed Board of Hearing and Recommendation on classification schedules.

The following departmental representatives were present:

Labour: F. A. Acland, Deputy Minister and Francis Giddens, Acting Secretary; Railways and Canals: Major G. A. Bell, Deputy Minister, and F. M. Maclellan, Chief Auditor; Senate: J. C. Young, Deputy Clerk,

and H. Gross, Accountant; Finance: J. C. Saunders, Assistant Deputy Minister; House of Commons: Col. H. W. Bowie, Sergeant-at-Arms, and R. P. King, Chief Clerk of Journals; Board of Pension Commissioners; W. L. Ger-



MR. CLARENCE JAMESON

Civil Service Commissioner and author of Civil Service representation plan

maine, Assistant Chief Clerk; Immigration and Colonization: W. W. Cory, Deputy Minister, Percy Reid, Chief Inspector of Immigration for Canada; Interior: W. W. Cory, Deputy Minister, and R. A. Gibson, Chief Clerk; Library of Parliament: A. H. Todd, Chief Clerk; Naval Service: J. A. Wilson, Acting Deputy Minister; Public Archives: Arthur G.

Doughty, Dominion Archivist, and Custave Lanctot, Dept. Representative; Customs: R. R. Farrow, Acting Commissioner; Insurance: Geo. D. Finlayson and A. D. Watson, actuary; Militia and Defence: Major-General Sir Eugene Fiset, Deputy Minister; Agriculture: J. H. Grisdale, Deputy Minister and Chas. W. Bate, Secretary to Minister; Public Works: J. B. Hunter, Deputy Minister and S. E. O'Brien, Clerk in charge of Estimates; Marine: A. Johnston, Deputy Minister, and A. D. B. Tremaine, Superintendent of Agencies; Soldiers' Settlement Board: E. J. Ashton, Commissioner; Royal North West Mounted Police: A. A. Maclean, Controller, and Geo. Hann, Dept. Representative; Mines: R. G. McConnell, Deputy Minister, Wm. McInnis, Directing Geologist, and John McLeish, Chief of Division of Mineral Resources and Statistics; Secretary of State: G. R. Shibley, Clerk of English Correspondence; Justice: P. M. Roy, Accountant; Trade and Commerce: F. C. T. O'Hara, Deputy Minister, Geo. F. O'Halloran, Commissioner of Patents, T. J. Code, Accountant, P. A. Lewis, Assistant Accountant; External Affairs: F. M. Baker, Chief Accountant; Soldiers' Civil Re-establishment: C. Stewart, Assistant Secretary; Indian Affairs: Duncan C. Scott, Deputy Minister and L. H. Lamothe, Clerk; Governor-General's Secretary: Arthur French Sladen, Deputy, and F. C. L. Pereira, Officer in Charge of Records; Auditor-General: Wm. Kearns, Acting Auditor-General and A. S. T. Brown, Clerk; Public Printing and Stationery: J. de L. Taché, King's Printer; Inland Revenue: J. A. Lemay and T. M. Lane; Commission of Conservation: Oliver Master, Assistant Secretary.

The Civil Service Commission was represented by Commissioner Clarence Jameson, whose colleagues recently requested him to take direct charge of classification matters, and Messrs. Griffenhagen, Myers and Grove, of the Organization Branch; Mr. Jameson acted as Chairman.

Methods of Classification Discussed

The fitting of the classification to the personnel of the Service was discussed at considerable length. The Organization officers explained their proposed method, and their need for the services of departmental officers with administrative experience, to aid in the work. The view expressed by some of the Deputy Ministers was that time might be saved by the Departments furnishing their proposed classification and the Civil Service Commission taking up cases which seemed to need adjustment, it being felt that officers of the respective departments should be in immediate touch with the classification thereof. Finally, a committee to settle the plan of procedure was named, as follows: Mr. J. B. Hunter, Deputy Minister, of Public Works; Mr. W. W. Cory, Deputy Minister of the Interior; Mr. A. Johnston, Deputy Minister of Marine, and Mr. D. Scott, Deputy Minister of Indian Affairs.

Composition of Board of Hearing and Recommendation

The Chairman stated that some of the appeals against the classification schedules involved important questions of policy, and would require careful investigation before a decision could be reached. He proposed the organization of a Board of Hearing and Recommendation, to be composed of one member of the Civil Service Commission, two departmental representatives nominated by Deputy Ministers, one of such to be a technical officer, and one with a knowledge of both official languages, and two members of the Civil Service to be nominated by the Civil Service Federation, one of whom should have had military service overseas.

Committee Established re Board of Hearing and Recommendation

After some discussion of the plan the meeting adjourned until eleven o'clock the following day. At the adjourned meeting held in Mr. Cory's office, Commissioner Jameson presiding, after considerable discussion, on motion of Mr. Cory, seconded by Mr. Bell, it was resolved, that each Deputy

Minister should assign suitable departmental officers to assist the Organization Branch of the Civil Service Commission in preparing the tentative supporting schedules applying the classification to the personnel of the Service. It was further resolved, on motion of Mr. Bell and Mr. Scott, that General Sir Eugene Fiset, Mr. W. W. Cory and Mr. J. B. Hunter, should be a committee to confer with the Civil Service Commission regarding the proposed Board of Hearing and Recommendation on classification, defining the duties of the Board and the scope of its operations and nominating two departmental representatives thereto.

Subsequently the committee of Deputy Ministers approved of the plan and announced that Mr. A. St. Laurent, Assistant Deputy Minister of Public Works, and Mr. William Kearns, Assistant Auditor General, would be the departmental representatives of the Board.

Invitation to Civil Service Federation to Name Representatives

On July 31, Commissioner Jameson sent the following letter to Mr. J. C. O'Connor, Acting President of the Civil Service Federation.

Civil Service Commission of Canada
Ottawa, 31st July, 1919.

Dear Sir,—

As I stated to you this afternoon, the revision and adjustment of the classification schedules of the Public Service is now proceeding.

Some schedules can be rectified by the Civil Service Commission, in the light of recent information; some by the Civil Service Commission, in conference with the Deputy Heads of Departments, while others will call for further investigation. As to the latter class additional representations may be invited by the Civil Service Commission, or may be tendered on behalf of the classes of officials affected.

To deal with such cases, it is proposed to constitute a Board of Hearing and Recommendation, composed of one member of the Civil Service Commission, two departmental representatives and two representatives of the Civil Service.

The Deputy Ministers have undertaken to nominate the Departments' representatives, and the Civil Service Commission will name one of its members; the method of choosing the re-

presentatives from the Service yet remains to be determined.

Did time permit the machinery might be devised to secure from the Service at large elected representatives, but that course would occupy some weeks, while the need is immediate.

The Civil Service Federation, representing as I understand, most of the organized service, affords the one direct channel known to me, through which to obtain the necessary expression. May I, therefore, ask the executive of the Civil Service Federation, to take the matter under advisement, and if they will do so, to appoint representatives to the Board as early as possible; one of these should preferably have had military service overseas.

Let me add that it is desired to establish confidence on the part of members of the Service in the endeavour of the Civil Service Commission to make the classification, as accurate as possible; to obtain the benefit of the opinions and suggestions of men in the service who have devoted much time and study to the problems involved in the work of classification; to put to practical test a fair degree of co-operation between the employer and the employed, in adjusting questions of mutual concern, which inevitably arise from time to time in such a relationship, and which today it is believed in some quarters cannot as formerly be finally disposed of by but one of the parties interested; by mutual endeavour to complete the classification of the Public Service and secure if possible its adoption at the Autumn session of Parliament.

Yours faithfully,

CLARENCE JAMESON.

J. C. O'CONNOR, ESQ.,
Acting President, Civil Service
Federation of Canada, Ottawa.

Federation Representatives Selected

At a special meeting of the executive of the Civil Service Federation held July 31, it was decided, subject to the approval of the full executive, that Messrs. F. Grierson and J. C. O'Connor be appointed to represent the employees on the Board of Hearing and Recommendation to be formed by the Civil Service Commission for the purpose of rendering a decision on classification problems and that, in case Mr. Grierson should be unable to act, Major McKeand of the Board of Pension Commissioners should be ap-

pointed. Mr. Grierson having later advised that he would be unable to act owing to illness, Major McKeand was appointed in his stead.

While classification schedules relating to particular Services are under consideration, the Board may, from time to time as seems necessary, request an employee who is a member of such Service to sit with it and join in its deliberations.

At the time of going to press the organization of the Board was proceeding. Regulations governing procedure will be established and these with other matters of interest in connection with the Board's proceedings will be fully treated in subsequent issues of *The Civilian*.

II

Representation of Civil Service Federation at National Industrial Conference.

The other instance in which recognition has been accorded the Civil Service Federation is of a somewhat different character but of equal importance. It will be remembered that the Royal Commission on Industrial Relations (a full summary of whose report is given elsewhere in this issue) recommended that, in order to secure concerted action between the Federal and Provincial governments in regard to any legislation necessary to give effect to the recommendations of the Commission, a conference should be held at Ottawa to which the Premiers and other members of the Government of the different provinces, together with representative labour leaders and representative employers should be invited, in order that all questions might be considered.

This recommendation of the Royal Commission has been given effect in an order-in-council which outlines the basis of representation, the proposed form of procedure and the objects in view. These are set out fully in the agenda printed herewith.

Arrangements for the conference, which will commence September 11 and will likely continue for a week, are being made by the Hon. G. D. Robertson, Minister of Labour, who has included amongst organizations to be represented the Civil Service Federation of Canada. Hon. Mr. Robertson's letter extending the invitation, a copy of the proposed agenda for discussion at the conference and Mr. Grierson's reply are printed herewith.

Minister's Letter

Ottawa, July 24, 1919.

*National Industrial Conference,
Ottawa, September, 1919.*

Dear Mr. Grierson,

Referring to the proposal contained in the report of the Royal Commission on Industrial Relations (copy attached) for the holding of a Conference of Dominion and Provincial Ministers and representative employers and labour men on the subject of industrial relations and labour laws, it is desired that the public service of Canada should be represented at this gathering. I am accordingly writing to ask that you will be good enough to bring this matter to the attention of the Federation in order that three delegates may be appointed for this purpose.

The date fixed for the opening of the Conference is September 11, and it is expected that the deliberations will continue for about the space of one week. The sessions will be held in the chamber at present used by the House of Commons in the Victoria Museum and will be open to the press and to the public. The number of persons attending the Conference, exclusive of Ministers, will be about 150.

Arrangements are being made whereby employers and labour will each be represented by an equal number of persons at the Conference. The selection of these delegates is being arranged through the representative associations of employers on the one hand and through the representative bodies of organized labour on the other hand in such a way as to make the gathering as fully representative of the different branches of trade and industry throughout Canada as possible. An invitation will be extended to the twelve members of the Canadian Railway Board of Adjustment No. 1 to attend the Conference on behalf of the transportation industry and of telegraphs. It is also proposed to invite the attendance at the Conference of three representatives of municipal employees.

It is proposed that the Prime Minister of Canada shall act as Chairman. The Prime Ministers of the various provinces will also be invited to attend.

A copy of the proposed agenda of the Conference is herewith enclosed. Memoranda for information purpose on the various points of the agenda

are in the course of preparation at present and will be distributed later.

As soon as the names of the delegates chosen by the Civil Service Federation of Canada are communicated to me a formal invitation will be sent to them.

Authority has been granted for the payment by the Government of Canada of actual transportation expenses and an allowance of \$10.00 per day to those attending the Conference.

If there is any point on which you are desirous of obtaining fuller information please do not hesitate to write me thereon.

Yours faithfully,

G. D. ROBERTSON,
Minister of Labour.

FRANK GRIERSON, ESQ.,
President, Civil Service Federation
of Canada.

Proposed Agenda.

1. Consideration of the question of the desirability of unifying and co-ordinating the existing labour laws of the Dominion Parliament and of the Provincial Legislatures, and the consideration of any new labour laws which are deemed necessary.
2. Consideration of :
 - (a) employees' right to organize;
 - (b) recognition of labour unions;
 - (c) the right of employees to collective bargaining.
3. Consideration of :
 - (a) the recommendations of the Royal Commission on Industrial Relations in favour of the establishment of a bureau to promote the establishment and development of joint industrial councils;
 - (b) the further recommendations of the Royal Commission on Industrial Relations regarding the establishment of joint plant and industrial councils.
4. Consideration of the recommendation of the Royal Commission on Industrial Relations respecting hours of labour.
5. Consideration of minimum wage laws.
6. Consideration of the recommendations of the Royal Commission on Industrial Relations that the findings of the Commission be put into effect in all work controlled by the Government where the principles of democratic management can be applied.

7. Consideration of resolutions relating to any other features of the Report of the Royal Commission on Industrial Relations.
8. Consideration of the labour features of the Treaty of Peace.
9. Consideration of any other proposals which may be introduced bearing on the relations of employers and employees.

Mr. Grierson's Reply

July 28th, 1919.

Hon. Gideon D. Robertson,
Minister of Labour, Ottawa.

Dear Senator Robertson:

I beg to acknowledge receipt of your esteemed favour of the 24th instant in reference to the National Industrial Conference which it is your intention

to convene on September 11th and to which you invite delegates from the Civil Service Federation of Canada. Permit me to present my congratulations in respect of this wonderful national movement you have undertaken for the realization of a better understanding and higher attainments among the Canadian people.

Our executive is at present widely scattered, but as soon as possible we shall hold a meeting and select three delegates and promptly advise you as you request. Believe me, Sir,

Yours faithfully,

F. GRIERSON.

Representatives Selected

At a meeting of the executive of the Federation held on July 30, it was decided that Messrs. F. Grierson and

J. C. O'Connor, President and 2nd Vice-President respectively of the Civil Service Federation, Major MacInnes, of the Department of the Interior, Saskatoon, and Mr. McDonald, Vice-President of the Federated Association of Letter Carriers, Hamilton, should be nominated as representatives of the Civil Service to attend the Conference, three to be elected by the vote of the executive and the fourth to be an alternate, subject to the approval of the executive.

It is expected that there will be a large representation at the Conference and it is certain that the decisions reached will be of more than ordinary importance. A later issue of *The Civilian* will contain a complete account of the deliberations of the Conference and of action arising therefrom.

At Last—The Bonus!

Sliding Scale Established.—Householders Get More.—
Now, to be Happy Though Married.

ABOUT the middle of July the Government made public the order-in-council and regulations thereunder providing for a special cost of living bonus to civil service employees for the fiscal year commencing April 1, 1919, and later published the report of the Organization Branch of the Civil Service Commission on which the payment of the bonus was based.

While it may not be comforting to some it will at least be interesting to all, not only to know in detail what the bonus arrangements provide, but to study closely the information upon which the Organization Branch based its conclusions and the reasons for their recommendations. Accordingly, the full text of the order-in-council, regulations, and the report of the Organization Branch are published under:

Order-in-Council and Regulations

P.C. 1485.

At the Government House at Ottawa,
Tuesday, the 15th day of
July, 1919.

Present: His Excellency the Governor General in Council.

His Excellency, the Governor General in Council, on the recommendation of the Secretary of State, is pleased to sanction the accompanying regulations for a cost of living bonus for employees in the Civil Service of Canada prepared by the Civil Service Commission and approved by a sub-committee of Council, and the same are hereby sanctioned accordingly.

His Excellency in Council is further pleased to authorize and doth hereby authorize the various Departments to prepare forthwith lists of the payments provided by the said regulations and to direct that, upon approval of such lists by the Civil Service Commission, such payments shall be made from the moneys provided for that purpose by Parliament at its last Session.

RODOLPHE BOUDREAU,
Clerk of the Privy Council.

Cost of Living Bonus

SECTION I

In addition to all other salaries now received by the employees in the

Civil Service, a special cost of living bonus for the fiscal year commencing April 1, 1919, shall be paid to all persons employed in the Civil Service in Canada, in the groups named below, subject to the provisions and exceptions enumerated. Provided, that no section of these regulations shall be construed to mean that an employee, qualified hereunder to participate in the bonus, shall receive a combined salary and bonus for the present fiscal year less than the combined salary bonus, and living allowance entitled to be received by the employee for the fiscal year ending March 31, 1919.

Bonus Groups

SECTION II

Group I.—(a) Any person the supporting head of a household, receiving less than \$1,200 per year for full time service and not otherwise excluded by the provisions of these regulations, shall receive a bonus for the fiscal year of \$420 payable in monthly instalments of \$35 each.

For the purposes of these regulations a married man supporting a family shall be considered the head

of a household. The Civil Service Commission shall have power to make regulations to be approved by the Governor-in-Council, classifying as heads of households other persons, the sole support of dependents, who, in the opinion of the Commission, are subject to responsibilities equivalent to those of the head of a family, and on the basis of such regulations shall have power to make rulings as to the receipt of bonus by persons coming under such regulations.

(b) Any person the supporting head of a household, receiving \$1,200 or over and less than \$3,000 per year for full-time service, and not otherwise excluded by the provisions of these regulations, shall receive for the fiscal year, the bonus indicated for such person's salary group.

TABLE A.

Receiving an income of:	And less than:	Bonus for fiscal year:	In monthly payments of:
1,200	1,320	\$396	\$33
1,320	1,440	372	31
1,440	1,560	348	29
1,560	1,680	324	27
1,680	1,800	300	25
1,800	1,920	276	23
1,920	2,040	252	21
2,040	2,160	228	19
2,160	2,280	204	17
2,280	2,400	180	15
2,400	2,520	156	13
2,520	2,640	132	11
2,640	2,760	108	9
2,760	2,880	84	7
2,880	3,000	60	5

Group II.—(a) Any person 21 years of age or over not the head of a household, receiving less than \$960 per year for full time service, and not otherwise excluded by the provisions of these regulations, shall receive a bonus for the fiscal year of \$252, payable in monthly instalments of \$21 each.

(b) Any other person 21 years of age or over not the head of a household, receiving \$960 or over and less than \$1,800 per year for full-time service, and not otherwise excluded by the provisions of these regulations, shall receive for the fiscal year the bonus below indicated for such person's salary group.

TABLE B.

Receiving an income of:	And less than:	Bonus for fiscal year:	In monthly payments of:
\$ 960	\$1,080	\$222	\$18.50
1,080	1,200	192	16.00
1,200	1,320	162	13.50
1,320	1,440	132	11.00
1,440	1,560	102	8.50
1,560	1,680	72	6.00
1,680	1,800	42	3.50

Group III.—Any person less than 21 years of age, and eighteen years or over, not the head of a household, receiving less than \$1,200 for full time service, and not otherwise excluded by the provision of these regulations, shall receive a bonus for the fiscal year of \$150, payable in monthly instalments of \$12.50 each.

Provisional Bonus Deducted

SECTION III

The amount of the first current payment made to the employee under these regulations shall be determined as the difference between the amount of the bonus as computed under the provisions of these regulations, and the total amount of the War Bonus already paid to the employee for the period.

Provided, that where the total amount of War Bonus paid for the period is in excess of the amount of bonus as computed under the provisions of these regulations, payment shall be made in the future on the basis of these regulations, but no section therein contained shall be construed as requiring the refund by the employee of any part of such War Bonus, rightfully received by the employee.

Change of Employee's Bonus Group

SECTION IV

When a change in the salary of an employee entails a change in the amount of bonus due such employee, the bonus shall be computed at the new rate, as shown by the employees' Service Record of the Civil Service Commission or by the records of the

department, for the whole month next following such change of salary.

When a change in the age of an employee, or in his responsibility to dependents, changes the amount of the bonus due the employee, the following proof of such change of bonus group shall be submitted to the Civil Service Commission; (1) the statutory declaration of the employee, stating and affirming the truth of the facts constituting such change in status; (2) a statement by the head of the branch in which the person is employed, that he is satisfied as to the validity of the change of status of the employee; (3) such additional proof as the head of the branch may require the employee to submit, or as may be necessary in the opinion of the Civil Service Commission, to establish the validity of the change of status.

Definition of Income of Employee

SECTION V

In determining the income received by an employee, all salary, wages, piecework earnings, and special allowance for all purposes except payment for overtime, received by the employee from the Dominion Government, shall be included.

Living Allowances

SECTION VI

In the case of a person receiving living allowances, such as quarters, food, and so forth, in kind or in money, the value of such allowances as computed by the head of the department and approved by the Civil Service Commission shall be considered as constituting part of the total income received by the employee, but there shall be deducted from the bonus of the employee such proportion of the total bonus as the value of such living allowance may bear to the total income so computed.

Absences

SECTION VII

Absences on leave with pay of the type customarily allowed by the department to salaried employees, but not to exceed one month in a six month period, shall not be considered as affecting the status of the employee as a full time employee.

Salaries in Excess of the Classification

SECTION VIII

Subject to the provisions of Section I, an employee receiving a salary in excess of the amount provided by the pending Civil Service classification for the class in which he is employed, when this classification becomes effective, shall receive only so much salary and bonus total as would be provided by the maximum salary for the class plus such bonus as the bonus group of the employee would then entitle him to.

Time of Payment

SECTION IX

Bonus shall be paid on the fifteenth day of each calendar month (or other regular pay-day of the department) for the calendar month preceding such pay-day. For new employees entering the service, current bonus shall be computed from the date of entering the service, provided that no payments shall be made until the employee has been in service a full month, and that employees remaining in the service for less than a month shall not be entitled to receive bonus.

Method of Payment

SECTION X

Payments of bonus made under these regulations shall in each case be made by separate cheque or pay envelope, specifically designated by the title "Cost of Living Bonus."

Misrepresentation of Bonus Group

SECTION XI

Proof of wilful falsification or misstatement of facts, of a nature intended to enable a Civil Service employee to obtain a bonus in excess of that to which he is entitled, shall constitute grounds for dismissal from the Service.

Extinguishment of Bonus by Salary Increases

SECTION XII

In the case of any general increases in the class salary rates of an occupational group, the amounts of such increases shall be deducted from the bonuses paid to the members of the group receiving the increase. These regulations shall automatically cease to operate for any occupational group, or for all groups, when the amount of increases so given shall be sufficient to extinguish the bonuses for the group or groups.

Persons Receiving "Prevailing Rates"

SECTION XIII

Persons whose rate of pay is determined as the prevailing rate paid for similar work in the region in which they work, shall not be entitled to participation in the bonus.

Part Time

SECTION XIV

Persons whose duties do not require their full time, or whose public functions are incidental to their occupation, or who are permitted while in the service to accept employment or engage in commerce or industry, shall not be entitled to participation in the bonus. Provided, that persons giving their full time to the Service for periods of a month or more, shall receive bonus *pro rata* for the period worked, in accordance with the provisions of these regulations.

Revision and Interpretation

SECTION XV

The provisions of these regulations shall be subject to such revision and compensatory adjustment as may be equitable and necessary when the pending classification becomes effective for any portions of the service.

For the purpose of departmental uniformity in administration, the Civil Service Commission shall make such application or interpretation of these regulations as may be necessary, subject to such rulings as may be made by the Governor-in-Council.

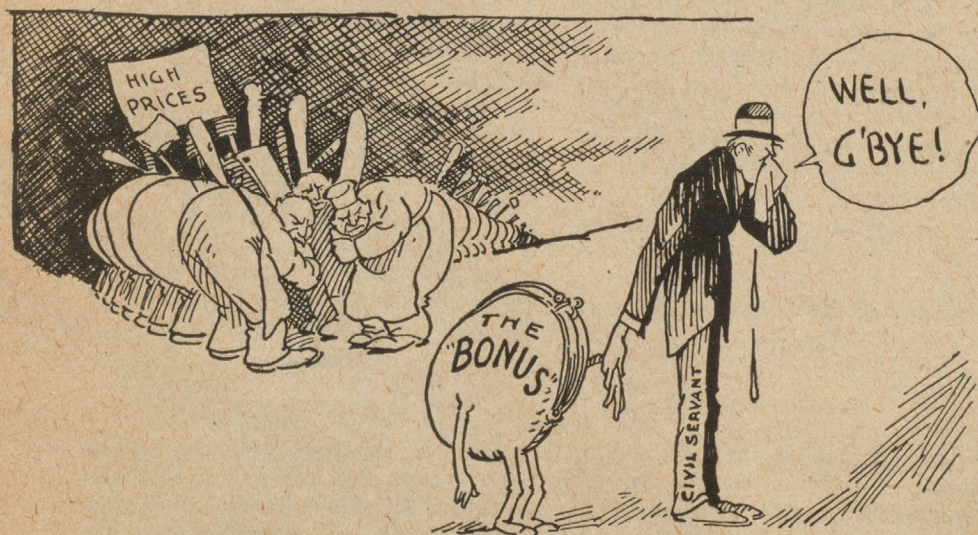
Report of Organization Branch of Civil Service Commission on the Bonus

Shortly after the publication of the foregoing order-in-council and regulations, the Civil Service Commission published the report on which the payment of the bonus was based.

The report explains the accepted method of measuring changes in the cost of living, shows the effect which increases in Canada have had on the income of the average person, and indicates the method of computing the new bonus.

It is stated that \$1,000 a year supported a family of five in moderate comfort before the war, while \$1,550

(Continued on page 349)



THE GANTLET

—From Chicago Tribune (adapted)

EDITORIAL

Recognition of the Federation

Perhaps the greatest achievement in the history of Civil Service organization in Canada has been the recognition recently accorded to the Civil Service Federation and through it to the various Civil Service associations which are affiliated, by the Civil Service Commission in asking the Federation to nominate representatives on the proposed Board of Hearing and Recommendation, and by the Honourable the Minister of Labour in inviting the Federation to send representatives to the National Industrial Conference. Full particulars of these important happenings are given elsewhere in the present issue.

The action of Commissioner Jameson, to whom has been entrusted by his colleagues the direction of the work of revision and adjustment of the classification and fitting the classification over the personnel of the Service and who is bringing great energy to bear upon his tremendous task, is an outstanding land-mark in the history of the Canadian Civil Service. It is noteworthy that this recognition comes at a time when the Whitley scheme is being applied to the administrative departments of the British Civil Service—(a full account is published elsewhere)—and it is only reasonable to expect that the broad and sympathetic step which Commissioner Jameson has taken may be followed,—let us hope at no far distant date,—by action of the same nature as has taken place in Great Britain.

It may not be amiss to draw the attention of the Service to the fact that the recognition which has been accorded has been due to the fact that there was an organized Service composed of various associations joined together in a Federation. "The Civil Service Federation representing, as I understand, most of the organized Service, affords the one direct channel known to me through which to obtain the necessary expression..." This quotation from Commissioner Jameson's letter inviting the Federation to be represented states the case for the advantages of organization. The Civil Service Commission at a time when it considered it desirable "to obtain the benefit of the opinions and suggestions of men in the Service who had devoted much time and study to principles involved in the work of classification"... was able to turn to a body representing the bulk of the Service, organized and well acquainted with the needs, the aims and aspirations of its members.

Of a somewhat different character but of no less importance was the recognition accorded by Hon. Gideon Robertson, Minister of Labour, in asking the Federation to name delegates to the National Industrial Conference

which has been called as the result of recommendations by the Royal Commission on Industrial Relations. As will be seen from the agenda of the Conference which accompanies an article in this issue, the chief matters to be considered by the Conference are questions involving the relations between employers and employees—the right to organize, the recognition of labour unions, the right to collective bargaining, and the establishment and development of industrial councils, and the fact that the Government has invited from the organized Civil Service representatives to take part in the discussion and development of policy on these important questions is apparently a confirmation of the principles enunciated in Arthur Young and Company's report, and an earnest of its desire to begin its charity at home and to accord to its own employees something at least of the principle which it is seeking to promote amongst other employers and their employees, namely, the establishment of joint industrial councils.

The foregoing instances of recognition mark the greatest gain in the history of the organized Civil Service in Canada and become an achievement of which the whole organized Service may well feel proud. The action taken brings another confirmation of two recognized truths, that power respects power and that in union there is strength.

The Bonus

The bonus report which appears elsewhere in this issue will be read with interest by all Civil Servants. Great hopes were built upon the bonus and it is scarcely necessary to say that these hopes have not been realized. It is only those who have been directly engaged in the negotiations of which this report is the result who can fully realize the difficulties of obtaining a satisfactory bonus for everyone.

During the strenuous days late in June, when it was apparent that classification could not be passed before the close of the session, all efforts were made to have the anomalies and inequalities of last year's bonus superseded by an adequate provision for Civil Servants during these abnormal times. If success did not fully crown these efforts it is a fact that some of the more apparent discrepancies have been overcome.

On one point there is still a decided difference of opinion between the points of view of the government and the service. The government has granted the bonus as a compassionate allowance or gratuity while the request of the service was for an allowance which would make salaries of 1919-20 bear some purchasing resemblance to pre-war salaries. On the whole the bonus award has caused less unfavourable comment than the various orders-in-council of 1918-19 and the cause is not far to seek.

The Service looks and rightly so to classification as the remedy for the most of the evils which beset us. The plans outlined in another part of this issue to overcome the difficulties of classifying the service are now engaging the attention of the representatives of the service as they believe them to be more important than even the vitally important bonus.

The bonus must then give place in the immediate future to the more pressing needs of classification. This policy will not be agreeable to those who will receive an inadequate bonus or none at all but the interests of the many must be served if our organizations are to do the greatest good to the greatest number.

Royal Commission on Industrial Relations

The Civilian presents in this issue a summary of the report of the Royal Commission appointed to enquire into Industrial Relations in Canada. While the findings and recommendations of the Commission have received considerable publicity in the press and in this way have become no doubt well-known, it is felt that in view of the action of the Minister of Labour in inviting representation of the organized Service at the National Industrial Conference called as the result of recommendations of the Commission, it will be found convenient to have at hand in connection with this important happening a full summary of the Commission's report. Attention is directed also to the fact that *The Civilian's* summary includes a supplementary report by Commissioner Riordon which was handed in later and received little notice in the press.

The Commission recommends legislation to provide for the fixing of a minimum wage, a working day of eight hours and a weekly rest of at least 24 hours; immediate enquiry, with a view to early legislation, into state insurance against unemployment, sickness, invalidity, and old age; also proportional representation; that suitable action be taken by the Government to regulate public works to relieve unemployment, to help the building of workers' homes, to establish a bureau to promote the establishment of industrial councils and to restore the fullest liberty of freedom of speech and press. Other general recommendations concern the right to organize, recognition of unions, the payment of a living wage, collective bargaining and extension of equal opportunities in education, and steps towards the establishment of joint plant and industrial councils. The Commission also recommends that its findings be put into effect in all work controlled by the Government where the principles of democratic management can be applied.

The spirit in which the Commission performed its work and made its recommendations may be gathered from the following concluding paragraphs of its report:

"What is required to make the Dominion great and prosperous and its population contented and happy is a spirit of co-operation on fair and equitable lines amongst all classes. We have suggested a means by which co-operation may be promoted; but the worker is looking forward to a changed condition of life and a new status in industry, and we must be prepared to meet the changing conditions as they arise, in the same spirit of co-operation and good will.

"The nations of the world by the Peace Treaty have adopted principles which until now were but ideals. As Canada is just entering the stage of greatest development we have an opportunity unique among the nations for growth in harmony with those new principles."

Proportional Representation

The Civilian publishes in the present issue, practically in full, the statement presented by the Proportional Representation Society, through Mr. Ronald Hooper, its Hon. Sec., to the Royal Commission on Industrial Relations. This statement is particularly interesting at this time when, in view of the general industrial unrest and apparent dissatisfaction with parliamentary government as at present constituted, proportional representation is being looked to from a number of quarters as a remedy that may save the situation and serve as a check to unparliamentary or direct action on the part of the workers. *The Civilian* has always stood for the adoption of P. R. which is used in the elections of officers of the Civil Service Associations. The principle has also received strong support from the Great War Veterans' Association and it is gratifying to know that the Royal Commission above referred to, which was appointed to consider and make suggestions for securing a permanent improvement in the relations between capital and labour and also to make recommendations for legislation to remove the causes of industrial unrest, recommended under the heading "Lack of confidence in constituted government," that the proposal was well worth serious study by a committee of parliament and should form the subject of inquiry with a view to early legislation. During the last session of parliament Mr. Buchanan, M.P., for Lethbridge, a constituency where industrial unrest is fairly common, referred to the desirability of having labour representation in the House and suggested that one way in which this could be brought about would be by proportional representation. Dr. Michael Clarke, M.P., for Red Deer, a constituency composed in the main of farmers, also urged the desirability of having a Speaker's conference during the parliamentary recess in regard to the question and the Prime Minister on a later occasion, in replying to a question of Dr. Clarke, stated "There is much to be said in favour of the principle... I recognize its importance and

I shall be prepared to have a Speaker's conference appointed at the next session of parliament." Proportional representation has also received support in quarters which have hitherto regarded it merely as an interesting theory and generally throughout the country there is an awakened interest in the subject which bids fair to become crystalized into early legislation.

Whitley Councils for British Civil Service

The British Civil Service after many years of struggle under unequal and discouraging conditions has, at last, achieved a great victory, first in having secured equal representation on a committee appointed to inquire into the application of the Whitley scheme to the administrative departments of the Service, and second, in consequence of this committee having brought in a report recommending the adoption of the Whitley scheme. The report of the National Provisional Committee has been published and appears in the present issue.

In the main the plan recommended is similar to that adopted in the establishment of joint Whitley councils in other industries, but as the report points out, in the absence of any strictly comparable arrangements, proposals and suggestions must necessarily be tentative and exploratory. It is suggested that if recommendations are adopted it should be on the understanding that they are subject to such modification as time and experience may show to be necessary or desirable.

The report of the National Provisional Committee marks a new epoch in the history of the world. It indicates the capitulation of what may be regarded as the strongest and most autocratic of employers to the new spirit of co-operation with employees abroad in the world today. The news from Great Britain is particularly interesting at this time when the Canadian organized Service has received indication of a tendency towards Whitleyism on the part of our own Government in the fact that the Civil Service Federation will receive representation on the Board of Hearing and Recommendation to be established by the Civil Service Commission and will also be represented, at the Government's invitation, at the National Industrial Conference which meets in Ottawa in September.

EDITORIAL NOTES

The attention of every reader is directed to the summary and concluding article in the "Civil Servants Under Arms" department of this issue. The statistics of enlistments (volunteers only, be it remembered) and of casual-

ties and honours are worth remembering. The Civil Service bore a large part in Canada's military effort during the war and paid its full proportion of the price of victory. Nearly five hundred Canadian government employees sleep forever beneath the poppy-studded fields of Flanders and France. Time and again during the war was the Civil Service charged with failure to "do its bit." Such charges were always bred of ignorance and a statement of fact was, in every case, sufficient to silence the critics. Such charges may be made again and, again, facts will be the only effective reply. Every civil servant should know something of the story of "Civil Servants Under Arms".

The Civilian is pleased to publish a poem from the pen of Mr. Jack Cadden, so well and favourably known to our readers, but regrets the circumstances which put Mr. Cadden in the position he has so well indicated. Mr. Cadden is one of a number of conscientious postal workers who, believing they were doing the right thing in lending their support to those they considered were on strike for a principle, have found themselves deprived of their employment. Strong representations have been and are being made to the Government on behalf of postal employees who were connected with the recent industrial difficulties in the West and it is to be hoped that some arrangement may be effected whereby men like Jack Cadden will not be lost to the Government Service.

It Happens in the Best Regulated Cabinets

The Morning Post prints the following good story:—"Mr. Winston Churchill, the War Minister, was desirous of purchasing some hay for use at his country residence. A neighbouring farmer was willing to supply it, but pointed out that the purchase could only be effected through the Divisional Purchasing Officer. Thus Mr. Churchill discovered that he was forced to pay £4 10s. a ton more for the hay than the farmer was willing to accept privately. Fuming with indignation, Mr. Churchill wrote to the President of the Board of Agriculture, confessing that he was a child in these matters, but extremely curious as to the official necessity for an Order having such a disastrous result on the price of hay. The letter drew from the urbane Lord Ernle a reply to the effect that Mr. Churchill's curiosity was shared by the Board of Agriculture. The Order in question was made by the Secretary of State for War, and Lord Ernle suggested that inquiries at the War Office might lead to a solution of the matter. The correspondence then ceased."

Whitley Councils for British Civil Service

Report of the National Provisional Joint Committee on the Application of the Whitley Report to the Administrative Departments of the Civil Service

READERS of *The Civilian* will be interested in the report of the committee recently appointed to consider the application of the Whitley scheme to the British Civil Service. The history of the matter may be briefly related for it serves to illustrate some of the difficulties with which the Civil Service associations had to contend and to emphasize the importance of the victory won.

As long ago as March, 1917, the now celebrated Whitley Committee made its report, and immediately the Civil Service associations demanded the acceptance by the Government of the principle it had accepted and was imposing on other employers. Treasury responded with its "famous fatuity" about the Civil Service not being an industry and this raised a resentful agitation which culminated in the appointment of an inter-departmental committee. The report of this committee upon which the organized Civil Service had not been represented was submitted by the Chancellor of the Exchequer to a council of civil servants for approval but the associations objected and moved for a committee representing both sides to consider the scheme suggested by the report and any other scheme which might be available. This motion was at once accepted by the Chancellor and within half an hour thereafter each side had appointed its panel of fifteen delegates and the Provisional Committee thus appointed held its first meeting a few days later. Sir Malcolm Ramsay of the Treasury was appointed chairman and Mr. Stuart Bunting, the well-known leader of the Postmen's Federation, was appointed vice-chairman.

On May 28 the committee submitted its report, the full text of which is here printed.

Text of Report

1. On April 8, 1919, a Conference was held at Caxton Hall, Westminster, to consider the Report dated March 7, 1919, on the Application of the Whitley Report to the Administrative Departments of the Civil Service.

The Conference resolved:

"That the portion of Section 45 of the above-named Report, setting up a National Joint Committee to consider a Whitley scheme for the clerical and administrative

branches of the Civil Service, be accepted.

"That this Report (and any other Reports dealing with the matter) be remitted to it for information.

"That the Provisional National Joint Committee so set up report not later than May 31, 1919."

2. In pursuance of this resolution a Provisional National Joint Committee, consisting of 30 members (15 official representatives and 15 representatives of the Civil Service Association), was finally constituted.

Owing to the inability, on account of public engagements, of the Minister of Labour to take the chair, it was decided that Sir Malcolm Ramsay, K.C.B., should be chairman, and Mr. Stuart Bunting, O.B.E., should be vice-chairman of the Committee.

3. During the course of their enquiry the Committee have held ten meetings, and now beg to submit the following Report:

4. We have not found it necessary to take oral evidence, but have carefully examined the above-named Report of March 7 and all the draft Whitley Reports drawn up by the various Civil Service Associations which have been submitted to us by express invitation, as well as certain memoranda, etc., bearing upon the problems before us.

5. We have from the outset agreed that the main objects of establishing a system of Joint Whitley Bodies for the Administrative Departments are to secure a greater measure of co-operation between the State, in its capacity as employer, and the general body of Civil Servants in matters affecting the Civil Service, with a view to increased efficiency in the public service combined with the well-being of those employed; to provide machinery for dealing with grievances and generally to bring together the experience and different points of view of representatives of the administrative, clerical, and manipulative Civil Service.

6. For the purposes of this Report we have assumed that the Civil Service Arbitration Board will continue in being.

7. We feel that, in the absence of experience of the working of any strictly comparable arrangements, any proposals and suggestions for applying the principles of the Whitley Report to the Administrative Departments of the Civil Service must necessarily be tentative and exploratory. Experience will no doubt show the lines on which the activities of the Joint Civil Service Bodies can best develop, and for this reason we feel it inadvisable to attempt to lay down hard and fast rules in advance or to enter into details further than the exigencies of the moment seem to require.

In these circumstances we suggest that if our recommendations are adopted it should be on the understanding that they are subject to such modifications as time and experience may show to be necessary or desirable. In the course of our enquiry we have had to deal with several highly contentious questions, but as a result of full discussion and the clearer appreciation which has resulted from the consideration of our different points of view, we have been able to arrive at the unanimous conclusions embodied in this Report. This happy result

augurs well for the future success of the Civil Service Joint Bodies, and our experience leads us to express the confident expectation that if the members of those bodies will apply themselves to the task before them with a resolute determination to overcome difficulties and will contribute their common knowledge and experience towards the solution of present and future problems, the main objects for which the Joint Bodies are to be established will be attained.

8. Our proposals are based on the establishment of Joint Bodies falling into the following categories:—

- I. A National Council.
- II. Departmental Councils.
- III. District and Office (or Works) Committees.

9. We proceed to set out the constitution of the National Council followed by some notes explanatory of certain provisions in that constitution and then to indicate in broader outline our recommendations respecting the Departmental Councils and the District and Office (or Works) Committees.

10. We recommend the following constitution for the National Council:—

Constitution of the National Council

MEMBERSHIP

11. The Council shall consist of 54 members (including four secretaries) to be appointed as to one-half by the Government (the official side), and as to the other half by groups of Staff Associations (the staff side).

12. *The Official Side.*—The members of the official side of the Council shall be persons of standing (who may or may not be Civil Servants) and shall include at least one representative of the Treasury and one representative of the Ministry of Labour.

13. *The Staff Side.*—The staff side shall consist of persons of standing (who may or may not be Civil Servants) appointed by the under-mentioned groups of Staff Associations:

1. Post Office Associations.
2. Civil Service Federation.
3. Civil Service Alliance.
4. Society of Civil Servants and Association of First Division Civil Servants.
5. Institution of Professional Civil Servants.
6. Temporary Staff Associations.

14. It shall be open to the authorities appointing the respective sides of the Council to vary their representatives.

15. The first Council shall be appointed to serve until the close of the Annual Meeting in 1921.

Casual vacancies shall be filled by the authority concerned, which shall appoint a member to serve for the remainder of the term for which the outgoing member was appointed.

OFFICERS

16. *Chairman and Vice-Chairman.*—The Chairman of the Council shall be a member of the official side; the Vice-Chairman shall be a member of the staff side of the Council.

17. *Secretaries.*—Each side of the Council shall appoint two of its members to act as secretaries.

18. *Quorum.*—The quorum shall be fourteen members on each side of the Council.

19. *Meetings, Etc.*—The ordinary meetings of the Council shall be held as often as necessary and not less than once a quarter. The meeting in the month of October shall be the annual meeting. An agenda shall be circulated to all members not less than fourteen days before the meetings of the Council. Business not on the agenda shall only be taken by permission of the Chairman and Vice-Chairman. A special meeting of the Council shall be called by the Chairman or Vice-Chairman as required. The business to be discussed at such meetings shall be limited to matters stated upon the notice summoning the meeting.

20. The Council shall draw up such standing orders and rules for the conduct of its business as it may deem necessary.

Objects and Functions

21. *General Objects.*—The objects of the National Council shall be to secure the greatest measure of co-operation between the State in its capacity as employer, and the general body of Civil Servants in matters affecting the Civil Service, with a view to increased efficiency in the public service combined with the well-being of those employed; to provide machinery for dealing with grievances, and generally to bring together the experience and different points of view of representatives of the administrative, clerical and manipulative Civil Service.

FUNCTIONS

22. The scope of the National Council shall comprise all matters which affect the conditions of service of the staff.

23. The functions of the National Council shall include the following:—

- (i) Provision of the best means for utilising the ideas and experience of the staff.
- (ii) Means for securing to the staff a greater share in and responsibility for the determination and observance of the conditions under which their duties are carried out.
- (iii) Determination of the general principles governing conditions of service, e.g., recruitment, hours, promotion, discipline, tenure, remuneration and superannuation.

In the National Council the discussion of promotion shall be restricted to the general aspects of the matter and the principles upon which promotions in general should rest. In no circumstances shall individual cases be taken into consideration.

It shall be open to the National Council to discuss the general principles underlying disciplinary action, but there shall be no discussion of individual cases.

- (iv) The encouragement of the further education of Civil Servants and their training in higher administration and organisation.
- (v) Improvement of office machinery and organisation and the provision of opportunities for the full consideration of suggestions by the staff on this subject.

(vi) Proposed legislation so far as it has a bearing upon the position of Civil Servants in relation to their employment.

COMMITTEES

24. The National Council may appoint Standing Committees, Special Committees, and Grade Committees and may delegate special powers to any Committee so appointed.

The members of the Standing Committee shall be members of the Council. The Council may appoint on Special Committees such persons not necessarily being members of the Council as may serve the special purposes of the Council. Grade Committees shall consist of representatives of the grade concerned and official representatives, such persons not necessarily being members of the Council.

REMUNERATION OF CERTAIN CLASSES

25. The National Council shall be the only Joint Body to determine questions of remuneration affecting a class employed in two or more Departments. Such questions affecting Treasury Classes shall be referred by the Council to Grade Committees of that Council. In the case of other classes the National Council shall determine whether reference should be to Grade Committees of the National Council or to a joint meeting of the Departmental Councils concerned.

DECISIONS

26. The decisions of the Council shall be arrived at by agreement between the two sides, shall be signed by the Chairman and Vice-Chairman, shall be reported to the Cabinet, and thereupon shall become operative.

PUBLICATION OF PROCEEDINGS OF NATIONAL COUNCIL

27. Only statements issued under the authority of the Council shall be published and such statements shall be as full and informative as possible.

MINUTES

28. The Council shall keep Minutes of its proceedings.

FINANCE

29. Each side of the Council shall be responsible for its own expenses; the common expenses shall be defrayed in equal proportions by the Government and the Staff Associations.

AMENDMENT OF THE CONSTITUTION

30. The Constitution of the Council may only be amended at an Annual Meeting. Notice of amendment of the Constitution must be given and circulated to the members of the Council at least one month before the meeting.

NOTES ON THE ABOVE CONSTITUTION

31. The National Council for the Administrative Departments should cover all Civil Servants not covered by the Joint Bodies for the Government Industrial Establishments. It will no doubt be necessary for certain grades to elect whether they will come within one or other of the two systems. It is indeed possible that in certain cases a grade may be under one system for certain purposes and under the other system for other purposes.

32. There may be problems of common interest to the Civil Servants covered by the

Joint Bodies for the Administrative Departments and the Civil Servants covered by the Joint Bodies for the Industrial Establishments. Experience will indicate the best kind of machinery for the consideration of such problems, and the National Council will, we anticipate, keep in touch with the Joint Bodies for the Industrial Establishments when questions of this kind arise.

33. *Membership.*—We recommend that in the first instance there should be equality of numbers on the two sides of the National Council. After the fullest consideration we think that an aggregate initial membership of 54 will provide a body, the staff side of which should be representative of the Civil Service as a whole. While we have refrained from making any definite recommendations as to the direct representation of women by women on the National Council, women will be eligible for appointment to the Official side of the Council, and it is understood that certain groups of Associations will include women among their members on the Council.

34. *Separate Bodies need not be set up to deal with Questions of Remuneration.*—We are of opinion that the conditions in the Administrative Departments do not call for the establishment of separate Joint Bodies (analogous to the Trade Joint Councils in the Scheme for the Government Industrial Establishments) whose special function would be the consideration of wages questions. It will be observed that under the Constitution questions of remuneration affecting a class employed in two or more departments will normally be dealt with by Grade Committees of the National Council. We contemplate that as a rule the National Council will give formal approval to the findings of these Grade Committees.

35. *Agreement (Procedure).*—It will be observed that the Constitution provides that the decisions of the National Council shall be arrived at by agreement between the two sides representing respectively the Government and Civil Servants, shall be signed by the Chairman and the Vice-Chairman, shall be reported to the Cabinet and shall thereupon become operative. It will be the duty of the Chairman to see that the decisions reach the proper executive authority without delay.

36. *Disagreement.*—We have carefully considered the position which may arise should the two sides of the Council fail to agree. If the question at issue is one of remuneration and so within the terms of reference of the Civil Service Arbitration Board, it will be remitted to that Board for adjudication. It has been suggested that fixed machinery should be created to deal with other questions on which agreement has not been arrived at and which are outside the Board's terms of reference. We feel, however, that it is undesirable to suggest any fixed machinery for the solution of differences as its existence would necessarily impair the influence and authority of the National Council. Moreover, these questions will vary considerably in their nature and importance, and will in our judgment call for varying treatment. A way out of a deadlock may in some cases be found by informal consultation between the Chairman and the Vice-Chairman, in others by referring the matter to an informal Committee, consisting of the Chairman and the Vice-Chairman and the four Secretaries. In other cases some other solution may be feasible. In view of these considerations we have not thought it necessary or desirable to make specific provision in the constitution of the National Council when disagreeing

with individually as and when they arise, and not to attempt to lay down in advance any hard and fast rules.

37. The National Council will not act as a Court of Appeal from a Departmental Council, but it will be open to a Departmental Council to ask the National Council for advice in cases of difficulty.

38. *Special Leave.*—We recommend that Civil Servants who are members of the staff side of the National Council should be given special leave with pay when attending meetings of that Council, and that the cost of their substitutes should be borne out of public funds.

39. We have received representations from various Irish Civil Service Associations on the subject of the establishment of a separate National Council for Ireland. After full consideration we have come to the conclusion that it is not competent for us, under our terms of reference, to make any definite recommendation on the subject, and we accordingly limit ourselves to expressing the opinion that questions exclusively affecting the conditions of service of Irish Civil Servants must be dealt with by Joint Bodies on which Irish Civil Servants have full and direct representation, and to pointing out that our recommendations respecting Special Committees of the National Council provide machinery for giving effect to this suggestion.

40. We have not thought it our duty to make any recommendation as to the allocation of seats to the specific groups on the staff side, but we are informed that the allocation will be as follows:—

Post Office Associations.....	10
Civil Service Alliance.....	6
Civil Service Federation.....	5
Society of Civil Servants and Association of First Di- vision Civil Servants....	2
Institution of Professional Civil Servants.....	2
Temporary Staff Associations.	2

Departmental Councils

41. We think that it is neither possible nor desirable to prescribe in detail a form of constitution for the individual Administrative Departments which differ from one another in size, in organisation, and in the nature of the duties they exist to perform. We confine ourselves to indicating in broad outline the principles on which the Constitutions of the Departmental Joint Bodies should, in our judgment, be framed, leaving each Department free to work out for itself the particular constitution best suited to its own peculiar conditions and requirements.

42. As a general rule there should be one Departmental Council set up in each Department. In Departments which are large, or which contain interests of a varied or possibly diverse character, more than one Departmental Council may be necessary; some Departments on the other hand are so small that they may not need all the machinery of Councils.

43. A joint meeting of official representatives and representatives of the Staff Associations having members employed in the Department should be called in each Department to decide the number and character of the Joint Bodies to be set up in the Department and to settle their written constitutions. These should then be submitted to the National Council for approval: at the same time it is our opinion that the National Council should not scrutinise the individual constitutions beyond the point necessary to

secure that they are in harmony with Whitley principles, and are, as far as may be, on uniform lines. We think it advisable that substantial amendments of the constitutions should be dealt with on the same lines.

44. *Numbers.*—It is important that the size of the Departmental Councils should be kept as small as is consistent with efficiency and with the preservation of their representative character. The number of members on each side should be settled by each Department and need not be equal or constant. It should be open to each side to vary their representatives.

45. *Treasury Representation.*—The constitution of a Departmental Council should provide for the addition to the official side of the Council, on the invitation of the Chairman, of a representative appointed by the Treasury as occasion may require. Treasury representation on Joint Bodies other than the National and Departmental Councils is not contemplated.

46. *Chairman and Vice-Chairman.*—The Chairman at every meeting of the Departmental Council should be a member of the official side of the Council. The Vice-Chairman should be a member of the staff side of the Council.

47. *Representation.*—The official side of a Departmental Council should be appointed by the Minister or the permanent Head of the Department. Members of the staff side should be elected by the Associations or groups of Associations having members employed in the particular Department.

Where an Association has members outside as well as inside a Department, the electorate for that Department should be the members of the Association in the Department, and if necessary, special machinery should be set up by the Association to ensure the carrying into effect of this arrangement. It will be open to the electorate so constituted to choose as their representative any member or official of the Association who is employed in the Civil Service or, if not a person so employed, is a full time officer of the Association. The election should in all cases be under the authority of the Association concerned. Although certain questions relating to classes employed in two or more Departments will be dealt with by special Grade Committees of the National Council, this fact should not preclude members in those classes from being elected to serve on the Departmental Councils.

48. *Functions.*—The objects and functions of Departmental Councils will be those indicated for the National Council (paras. 21, 22, 23), so far as they have a special application to the particular Department, subject to the conditions that the determination of general questions is reserved for the National Council, and that questions common to two or more Departments, not being general questions, should be reported to the National Council which may request the Departmental Councils concerned to meet and endeavour to agree on the subject under discussion. If desired by the Departmental Councils, the National Council may appoint a Chairman for such meetings.

49. *Committees.*—A Departmental Council may appoint Standing Committees, Special Committees and Grade Committees, and may delegate special powers to any Committee so appointed.

The members of the Standing Committees shall be members of the Council. The Council may appoint on Special Committees such persons not necessarily being members of the Council as may serve the special purposes of

the Council. Grade Committees shall consist of representatives of the grade concerned and official representatives, such persons not necessarily being members of the Council.

50. *Promotion.*—It shall be within the competence of a Departmental Council to discuss any promotion in regard to which it is represented by the staff side that the principles of promotion accepted by or with the sanction of the National Council have been violated. To ensure satisfactory working of this arrangement steps will have to be taken to acquaint the staff with the nature of the accepted principles of promotion. It has been urged upon us that the wide and early publicity of all vacancies is desirable, but in our opinion this is a matter which will properly fall to be considered by each Departmental Council, and we consequently content ourselves with recording the suggestion.

51. *Discipline.*—It shall be within the competence of the Departmental Council to discuss any case in which disciplinary action has been taken if it is represented by the staff side that such a course is desirable.

52. *Decisions.*—The decisions of Departmental Councils shall be arrived at by agreement between the two sides, shall be signed by the Chairman and Vice-Chairman, shall be reported to the Head of the Department and shall be operative. Our recommendations (para. 36) respecting cases of disagreement on the National Council apply to cases in which Departmental Councils fail to reach agreement on questions which they are competent to decide.

53. Only statements issued under the authority of the Departmental Council should be published, and such statements should be as full and informative as possible.

54. *Minutes.*—The Departmental Council should keep Minutes of its proceedings.

55. *Finance.*—Each side of the Departmental Council shall be responsible for its own expenses; the common expenses shall be defrayed in equal proportions by the Government and the staff associations. We recommend that Civil Servants, who are members of the staff side of a Departmental Council, should be given special leave with pay when attending meetings of the Council, the Associations bearing the cost of substitution where incurred.

District and Office (or Works) Committees

56. The establishment and functions of such Joint Bodies, if not decided at the joint meetings called in pursuance of our recommendation in para. 43 above, will be a matter for the decision of the Departmental Council when constituted.

Like the Departmental Councils, these Joint Bodies should have written Constitutions defining their functions and regulating their powers and proceedings.

We do not recommend that these Joint Bodies should discuss individual cases of promotion and discipline whether such cases fall within paras. 50 and 51 above or not.

57. We desire to express our appreciation of the valuable services rendered by the Secretaries, Messrs. Chase, Howorth, Milne, and Wilson.

Signed on behalf of the

National Provisional Joint Committee,

MALCOLM G. RAMSAY,
Chairman.

G. H. STUART BUNNING,
Vice-Chairman.

May 28, 1919.

Royal Commission on Industrial Relations

Recommendations Made as Result of Enquiry

THE Royal Commission on Industrial Relations, which started on tour of Canada April 30, 1919, and visited every province except Prince Edward Island, taking the evidence of nearly five hundred witnesses at seventy sessions in twenty-eight industrial centres, has completed its report. The proceedings were conducted along unusually informal lines, any one being allowed to make a statement without oath or other formality. The evidence taken would fill more than 2,000 printed pages.

Summary of Recommendations

The report recommends legislation for a minimum work-day of eight hours, with weekly rest of not less than twenty-four hours; minimum wage, especially for women, girls, and unskilled labour; also Government action to relieve unemployment through public works, to help the building of workers' homes, to restore fullest liberty of speech and press, and to establish a bureau for promoting industrial councils to improve relations between employers and workers. Immediate inquiry by experts is suggested with a view to early legislation as to the system of proportional representation in parliamentary elections; also state insurance against unemployment, sickness, invalidity and old age. Other general recommendations are: Collective bargaining, payment of a living wage, right of workers to organize, recognition of unions, steps toward establishment of joint plant and industrial councils; to poorest worker's child extension of opportunity to reach highest educational institution; also that the Commission's findings be put into effect in all work controlled by Government where the principles of democratic management can be applied; that the report and evidence be printed for general distribution; and that, if the Dominion Parliament has not power to legislate as proposed by the Commission, a conference of Premiers and other representatives of Provincial Government, also representative labour men and employers, be called in Ottawa to reach unanimity on such

points, and also to unify present provincial and Dominion legislation bearing on relations between employers and employees.

New Basis of Industry

The Commission was appointed chiefly to consider and make suggestions for securing permanent improvement in relations between employers and employees. It was deemed necessary to investigate the prevailing unrest, which they ascribe largely to upheavals in Europe and general disturbances owing to the war, giving rise to a desire on part of workers generally to reach quickly an objective which ordinarily would require a process of evolution covering a long period.

Many employers agree with the workers as to the need for an ultimate change in the basis of industry, but they do not agree with workers as to methods. Workers also differ among themselves, one group desiring complete possession of the machinery of production and the full product of their toil, another group simply asking larger purchasing power of their wages, while between these the more moderate, and as the Commission believe the majority, would welcome co-operation and industrial peace until gradually a system would be evolved by which workers would receive a more adequate share of what their labour produces. The Commission holds that as we can see only a little way ahead, all changes should be made step by step, each step being based on experience as it is gained, but the general direction should be determined towards health, happiness, and prosperity of workers and the service of the community.

Workers are diligently studying economic questions, and while some of the literature they read may be unsound, or lack of mental training of some workers may prevent their thorough understanding of it, the Commissioners are convinced that the good sense and sound judgment of the majority enables them to discriminate, and hence extreme doctrines have been accepted only by a minority.

Unrest and High Cost of Living

Unrest was greatest where there was most unemployment, which was found in several large urban centres, though there is little in smaller towns and rural districts, in spite of the number of discharged soldiers and munition workers released. In some manufacturing centres, such as Kitchener, Ont., there was an actual scarcity of labour. Returned soldiers have to a large extent been reabsorbed into civil life, generally in their old positions. The scarcity of farm help is very pronounced. At one point the Commission learned that the local Government employment officer has 1,500 calls from farms, but though 1,000 men on his list were asking work, none were willing to go on the land, because of the isolation, hard and long hours of work, seasonal employment, bringing wages insufficient to tide over the slack season. Many farmers claim that they cannot compete with the high wages paid by manufacturers. The Commissioners believe that if the unemployed of the cities who understand farming methods could be induced to go to the farms the existing unemployed problem would be largely solved. The Commission recommends state social insurance for those unable to work through lack of opportunity, sickness, invalidity or old age.

Owing to unsettled conditions, the Commission found everywhere a great reluctance to risk unemployed capital in new enterprises or the expansion of existing ones.

The high cost of living was assigned as one, if not the chief, cause of labour unrest, which would largely disappear if living expenses more nearly balanced wages. At present any advance in wages is invariably met by increases in price of prime necessities of life, which many people believe is due to profiteering, chiefly through cold-storage plants which intercept food supplies. They also blame the present expensive system of distribution, and declare there are too many middlemen. The Commission notes with pleasure that this matter is being investigated by a special committee of Parliament.

The Commission approves of the labour declaration in the Peace Treaty that "labour should not be regarded merely as a commodity or as an article of commerce."

If this basic principle were freely and frankly acknowledged by employers, and acted on in good faith, it would go far to improve their relations with employees. Without any extraordinary upheaval, policies may be adopted which will ensure to the worker a fairer reward for his toil, and a living wage, and insure him against want during temporary enforced idleness, from any cause, and during old age. The minimum wage law now administered by boards in Manitoba, British Columbia, Saskatchewan, and Quebec, should be extended to all the provinces, and should cover unskilled labour as well as women and girls.

The Eight-Hour Day

At the great majority of places visited the Commission found a demand by workers for a shorter working day, based on their desires for more leisure and energy to devote to the things of life other than work. The most common request was for an eight-hour day with the Saturday half-holiday where already established, and its further extension wherever possible, thus making the 44-hour week. General approval by employers in regard to the shorter working day was coupled with statements of difficulties such as the necessity for using all possible daylight in such industries as farming, fishing, logging, etc., which are subject to climatic conditions and limited season; the disadvantage of a section of an industry working shorter hours, yet competing with other sections within Canada working longer hours; also the fear that Canadian industry with its small home market might be unable to meet competition in foreign markets if conditions in Canada are advanced too far ahead of countries manufacturing similar products.

The Commission believes that a shorter day is most needed in industries that are fatiguing, monotonous or under trying conditions such as heat, dust, cramped position, etc., and that the number of work hours should be based scientifically upon the demands of industry and not upon mere

ability to work such hours without undue fatigue. The eight-hour day has been recognized by the Peace Treaty and already adopted in many industries in Canada. The Commission recommends that it be established by law throughout Canada, with due regard for above considerations. Such legislation should provide for a weekly rest of at least twenty-four hours, which should include Sunday whenever possible, and should not interfere where a shorter day is now worked, or with its extension.

Workers' Right to Organize

The Commission believe the day has passed when any employer should deny his employees the right to organize—a right claimed by employers themselves and not denied by workers. Employers gain nothing by opposition, because employees organize anyway, and refusal only leaves in their minds a rankling sense of injustice. The prudent employer will recognize such organization and deal with its duly accredited representatives. Distrust and lack of confidence have been sometimes caused because trade agreements have not been faithfully observed; charges were made on both sides to this effect. In some sections, also, local trade unions' representatives have advocated extreme measures—such men and measures being the logical outcome of unjustifiable opposition by some employers, and the sympathetic strike principle has been adopted because of the refusal of groups of employers to grant the claims of organized workers. These factors have been assigned as the chief causes of the non-observance of contracts entered into by workers in numerous cases, especially in western Canada. This policy is not recognized by the international trade unions, who believe in strict observance of agreements. It cannot be denied that trade unions generally have brought many solid advantages to workers in form of increased wages, shorter hours and improved conditions. When employers in one line of industry are organized and their employees have a central organization, a bargain between the two groups would have the advantage, from the point of view of competition, of equalizing wages, hours and other conditions affecting costs.

Collective Bargaining

The Commission defines collective bargaining as the right of workers to group themselves for the purpose of selling their labour power collectively, instead of making individual agreements with the employer. For this purpose, men have organized themselves into Trade Unions, and many of these are federated into central councils such as the Metal Trades' Council, etc. Employers, in like manner, sometimes control one factory, sometimes a chain of factories, and in some instances are organized into larger associations of their industry, which again sometimes become part of federations with local branches, such as the National Association of Building Contractors and Supply Men. Collective bargaining is negotiating for and reaching an agreement between employers or groups of employers, and employees or groups of employees, through the representatives chosen by the respective parties themselves.

In the case of larger organizations of workers—for example, where a building contractor employed 19 different classes of tradesmen, all organized into different trade unions, it has been found mutually satisfactory for workers to combine their demands and present them to the employer through the medium of a building-trade federation, and thus settle at one time the conditions for the entire industry.

Many trade unions keep in their employment trained men for the purpose of negotiating their different schedules. As the employer has the right to select any representative or bring in any assistance he may desire in carrying on such negotiations, the Commission think there is no logical reason why workers should be denied such right. The employer is justified in knowing that the schedule is presented to him with the concurrence of a fair proportion of his employees, but it does not matter whether it is put before him directly by a committee of his employees, or by a direct representative of the trade union to which they belong, or through the committee of a federation of trade unions, of which their particular union forms a part.

Entering into agreements and bargaining collectively with trade unions does not mean recognition of the "closed shop" unless the agreement

so provides. Numerous cases came before the Commission where this method of collective bargaining was carried on when both union and non-union men were employed.

Proportional Representation

In view of complaints at several places that legislation enacted at the request and for the benefit of labour was not adequately enforced, nor increased cost of commodities controlled by Governments, both local and federal, the Commissioners believe that the system of proportional representation from grouped constituencies which has operated in Belgium and Sweden for some years, would be well worth serious study by a committee of Parliament.

Some means should also be adopted to meet the difficulty in regard to housing accommodation for workers, which has been made impossible by the high price of building land and material.

Restrictions on freedom of speech or the press should not be imposed unless urgently demanded in the interest of the peace of the whole community, and such restrictions should not apply to prevent criticism of legislative or governmental action.

Shop Committees and Industrial Councils

"There is urgent necessity," the Commissioners say, "for greater co-operation between employer and employed. The great obstacle to such co-operation is the suspicion and distrust with which in many cases each regards the other. It is only fair to say that in many cases the relations between particular employers and their employees were found to be harmonious. In all such cases the guiding principle was a frank recognition by each of the rights of the other. At present the worker has little or no knowledge of the difficulties which beset his employer, the cost of raw material, the working expenses, the competition which he has to meet, the risks of his capital, and the margin of profit which he received; and the employer is equally ignorant of the employee's difficulties and viewpoint. This ignorance gives rise to disputes as to rates of pay, hours of labour, and the hundred and one questions which could be largely solved if each side understood what the other had to contend with."

As a means of eliminating that suspicion and distrust, and "for securing a permanent improvement" in their relations and in the conditions of the worker, several forms of joint works committees or joint industrial councils have been adopted and are now in use in England, Canada, Australia, the United States, and elsewhere.

The Commission outlines and gives suggestions regarding various types of joint industrial councils. Full details of the British so-called "Whitley plan" were distributed by the Commission while on tour. It has been adopted in about forty large British industries. Its chief features are national and district councils, composed of equal numbers of representatives of employers and employed, and also works (or plant) committees, which need not be equally divided, as decisions must be arrived at by agreement between the two parties. Under the Whitley plan the councils are workable only when both parties—employers and workers—in the particular industry are thoroughly organized, as the councils are composed of representatives nominated by the employers' association and the trade unions concerned. Each council arranges its own functions, machinery, and methods of working. In Toronto a joint council closely resembling a district joint council under the Whitley plan is in actual operation in the building trades, and similar councils for those trades are projected in Ottawa and Montreal. There is also in existence a workers' committee in the Coughlan Shipyards at Vancouver, and the formation of councils in other industries is under consideration.

The purpose of the Whitley works (or shop) committees is to establish and maintain co-operation in all workshop matters.

What is known as the "Colorado plan" has been adopted with modifications in many American plants, and in Canada by the Imperial Oil Company, International Harvester Company, Massey-Harris Company, Vancouver Dairy Company, and several others. Joint committees composed of equal numbers of representatives of workers and of the company are formed. The workers' representatives are elected by secret ballot in proportion to their numbers, no distinction being made between union and non-union men,

The "Leitch plan," called "Industrial democracy," is based on the constitution of the United States. The executive officers of the industry form the "Cabinet," which is primarily an executive body with veto powers. The "Senate" is elected, and made up of foremen, departmental heads and under-executives. The "House of Representatives" is elected by secret ballot by the whole body of workers. The business policy set before the workers is justice, economy, co-operation and service, and they benefit financially by receiving 50 per cent of the savings on the cost of production.

The Commissioners make this comment on the various plans for joint councils: "The essential feature of all the proposals is that the human factor in industry is to be regarded as of first importance. They aim at improving the standard of comfort of the worker by securing a greater measure of close co-operation between him and his employer; of eliminating distrust and suspicion by full discussion of all the facts and circumstances pertaining to the industry. They tend to bring the employee and the employer closer together, and give each a better understanding of the difficulties which beset the other; give the worker a greater sense of responsibility by giving him a greater voice in the government of the industry, and thus bring about a permanent improvement in their relations."

The Commission believes that in Canada a beginning should be made with joint plant councils and more extensive organizations of district and national councils evolved therefrom as necessity arises. They suggest the following as suitable subjects to be dealt with by the Council:—

- (1) Wage rates; (2) hours of labour; (3) plant conditions, such as safety, ventilation, light, sanitation, provision for meals, dressing rooms, shelter, etc.; (4) child and women labour; (5) questions of discipline and conduct as between management and workpeople; (6) conditions surrounding the worker outside the plant such as education, amusement, recreation, health, housing, apprenticeship or special training, libraries, etc.; (7) improvement in the plant or process to improve quality, increase production, decrease waste, etc., and rewards

(Continued on page 355)

Benefits of Proportional Representation

Statement Submitted by Proportional Representation Society to Royal Commission on Industrial Relations

AT the Ottawa session of the Royal Commission appointed to enquire into Industrial Relations in Canada, the Proportional Representation Society of Canada, through Mr. Ronald Hooper, honorary secretary, submitted a statement to show that the introduction of proportional representation would remove the excuse for and check the tendency to resort to unparliamentary (or direct) action on the part of the workers. The Commission in its report referred to the question of proportional representation under a chapter headed "Lack of Confidence in Constituted Government," and stated "the proposal is well worth serious study by a committee of Parliament." As the Prime Minister has indicated that the subject will be taken up by a parliamentary committee, readers of *The Civilian* will no doubt be interested in studying the question, and as the statement presented to the Commission is a very complete case for proportional representation, the main arguments and features of Mr. Hooper's remarks are reproduced herewith:

The Need for Proportional Representation

It is becoming more evident every day that the House of Commons, during the difficult times ahead, should be as truly representative as possible of all sections of the people, in order that legislation, so far as humanly possible, may be in harmony with the popular will. If, for any reason, Parliament is *not* truly representative, the popular mind becomes disconnected from constitutional government and the tendency is for sections of the people to seek a solution of their difficulties in extra-parliamentary tactics—or, in other words, *direct action*.

When any section of the "King's subjects" are unrepresented in parliament, Parliament loses in moral authority by the exclusion; and it is in order to suggest a way of strengthening our constitutional government, of guiding the footsteps of the restless ones away from direct action and more towards constitutional government, that the society I represent have requested a hearing.

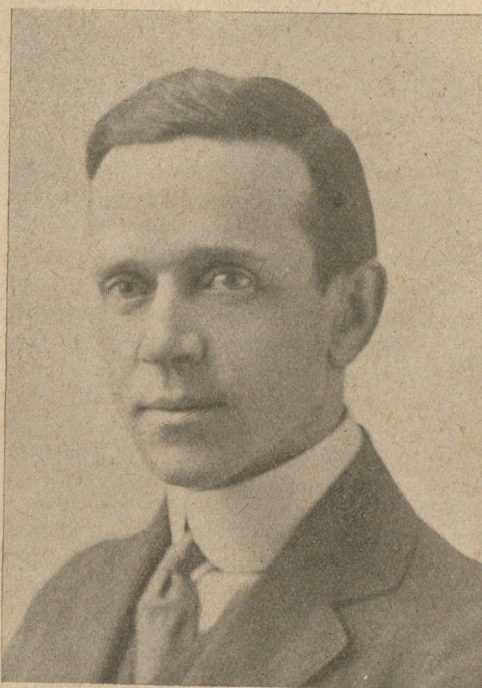
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The questions that labour raises today are no longer concerned with wages and conditions of employment. They are far larger than that, embracing for example, the nationalization of industry, profit-sharing,

co-partnership, taxation, the League of Nations and the like.

* * *

For the purpose of ascertaining the people's will we have a method of election known as the "single-member constituency," under which the country is divided up into a number of constituencies varying very greatly in



MR. RONALD HOOPER

A progressive Civil Servant and an authority on Proportional Representation

population, and each constituency (with the one exception of the city of Ottawa) elects one representative to Parliament.

There are usually two or three questions of importance before the country at every general election. The citizens within one of these small areas may hold very different views on these questions; but nevertheless, the theory is that one man can speak on all questions for all the citizens who happen to live within one of these areas. That one man is he who polls the largest number of votes.

This simple statement shows how crude is our system of election. In addition to being crude, it frequently results in serious injustices and it limits very materially the freedom of electors, of candidates and of members of Parliament.

Minorities are Disfranchised

Frequently minorities obtain no representation at all and are as completely dis-

franchised as if their names had been struck off the voters' list altogether. The two examples following will suffice to prove the truth of this statement:

Federal Election, 1904, Nova Scotia.		
Party	Votes	Seats
Liberal	56,526	18
Conservative	46,131	0
Federal Election, 1911, British Columbia.		
Party	Votes	Seats
Conservative	25,622	7
Liberal	16,350	0

Injustice to Majorities

There are occasions when the party polling the least number of votes have elected a majority of the representatives as these examples will show:

In 1886 Gladstone was hurled from power—by a minority. Though he had a majority of 55,000 votes throughout the country, yet his opponents had a majority of 104 seats in the House. Gladstone retired to the opposition benches, and as a result the Home Rule question—the issue of the election—has poisoned the political atmosphere of Great Britain from that day to this.

In the Canadian general election of 1896, the Conservative party polled 11,000 more votes than the Liberal party, but nevertheless the Liberals obtained a majority of 30 seats in the House of Commons.

In the British parliamentary elections of December, 1918, there were 76 contested seats in Ireland. The total votes polled for Sinn Féin candidates was 495,760, and for Unionist and Nationalist candidates 515,578, but the Sinn Féiners won 47 seats and the Unionists and Nationalists only 29.

Minorities are Sometimes Penalized

One seldom realizes that sometimes minorities are not only disfranchised under our present system, but are actually penalized. This argument was advanced by a labour man of Toronto. He pointed out that in the city of Toronto in 1911, there were enough voters to entitle the city to five members. The five members elected were all Conservatives. But about two-fifths of the voters were Liberals and Labourites. Now if it were not for the presence of these Liberals in the city, Toronto would only have been entitled to three members, who would have been, of course, Conservatives.

The presence of these Liberal voters in Toronto added two seats to their opponents. It would have been better for the Liberal party of Canada if the Toronto Liberals could have been blotted out of existence altogether.

All these anomalies can be traced to the same cause; that in a single-member constituency the whole of the representation must of necessity be awarded to a majority of the electors, whether that majority be large or small. It directly follows then, that the

election results depend, not so much on the actual strength of political parties, as upon the manner in which that strength is distributed over the country.

* * *

Brains—Not Geography

So much then for the injustice of the system—now let us consider its foolishness.

In choosing a country's parliament we do not want to have certain square miles of its land represented, we want to have the brains of its citizens represented. Do we do that? Do we tap the brain of the community?

We take a certain geographical area (say a small city) and we say to all the voters in that city—Liberals, Conservatives, Labour men, Capitalists, Socialists, and now in some cases, women—we say to them all: "Try to get together on some common ground and elect a man to represent you—all of you—in parliament."

The common ground, the common understanding, of a cityful of people is bound to be extremely limited. Take two professional men—their education has been along similar lines, their environment has been much the same, and therefore their ground of common understanding is relatively large. Add a labourer and the field of common understanding shrinks, not because the labourer is any less intelligent, but because his outlook is different. Add a grocer, a clergyman, a garbage collector, and a woman and the field of common understanding has shrunk almost to a pin point.

About the only thing that they can agree upon is the necessity for a new post-office or something of that kind; and outside of the straight party platform that is about the only thing a candidate cares to express an opinion upon, for to get elected, a candidate must be acceptable to—or amenable to the various minorities of that whole motley crowd. By these means we do not tap the brains of the community.

Fear of Splitting Party Vote

Another serious objection to the single-member constituency is the fear of splitting the party vote which limits each party to running one candidate only; so that the elector in nine cases out of ten has only two machine-nominated candidates from which to make a selection.

This limited choice affords the voter no opportunity for giving expression to his views upon questions other than straight party issues—and even on straight party issues he is forced to swallow the whole of the party menu—or stay away from the poll.

We believe this to be the reason why so large a proportion of the electors of Canada never exercise their franchise; it is of little use urging electors to use their intelligence if on the day of the poll they have no means of doing so.

* * *

Larger Electoral Districts

The first step to be taken in the reform of our electoral machinery must be the abolition of the single-member constituency and the substitution thereof of much larger electoral districts, each district electing several members; and the second step must be the use of the "single transferable" vote, by means of which it becomes possible to apportion the representation amongst all the more important political groups within the district, in proportion to their strength.

For purposes of illustration, we might take either Quebec or Toronto. Let us take Toronto, which in 1911 was divided into five constituencies. Under Proportional Representation, Toronto would be considered as one large electoral district, electing five members.

Then, by using the single transferable vote the 50,000 voters of Toronto would be able to group themselves into five groups of 10,000 (approximately), each group, or "quota"—would elect one member; so that the 30,000 Conservatives would form three groups and elect three members, and the 20,000 Liberals would form two groups and elect two members. At present the Conservatives elect all five members.

How is this grouping done? Let us try to visualize it in a very general way.

Selection of Candidates

We desire to elect five members. Now imagine the candidates to be spaced out at intervals on some large open space, and imagine each elector as he arrives walking up and standing besides the man he prefers. It is comparatively certain that one candidate will be outstandingly popular and that a large number of supporters will soon be gathered around him. Now, as soon as this candidate has a "quota" of supporters he will be declared elected, after which other electors, who might still desire to vote for him will be asked, not to waste their votes upon one already elected, but to select a second choice from among the other candidates. Finally all the electors will have grouped themselves around the candidates of their choice. But so far we have only elected one. The next step then will be to declare defeated the candidate who has the fewest number of supporters. The voters gathered around such defeated candidate will be asked not to lose interest in the election and go home, but to make a second choice among the other candidates available. In this way, the lowest candidates will be eliminated one after another and their supporters asked to make other choices until finally, five candidates only will remain, each of whom will have a quota of supporters standing beside them.

In this way five groups would be formed of the electors of Toronto, each of which would obtain a representative in Parliament.

Simple, Secret, Safe

The voter's duty is extremely simple. He takes the ballot paper and places the figure "1" against the name of his favorite candidate, the figure "2" against his second choice, and so on. That is all the voter has to do—the returning officers will do the rest.

When a voter marks second, third and other choices, he is actually giving his instructions to the returning officer: the voter practically says this: "If my first choice candidate already has enough votes to elect him, or if he has no chance of election, then, so that my vote shall not be wasted, transfer it to my second choice,—or, if he does not need it—to my third choice."

Each elector has one vote only, but that vote is transferable—"the single transferable vote."

In this way then, it will be seen that the grouping is done automatically, and at the same time the secrecy of the ballot is preserved, and no ballots are wasted.

* * *

Proportional Representation Gives Cleaner Elections

What has been the effect of proportional representation in countries where it has been adopted?

Much evidence can be produced to show that Proportional Representation invariably results in cleaner elections. Professor Dupriez, of Louvain University, when speaking in New York in 1915 said that since its introduction into Belgium "electoral campaigns have gained in dignity, corruption is almost entirely eliminated and that now one scarcely ever sees the rioting and violence with which elections too often used to end in the larger cities."

* * *

Under the present single-member system of election a hundred corrupt electors in a closely contested constituency can decide the representation for that constituency. Under Proportional Representation with its multi-member constituency the most that a hundred corrupt votes could do would be to help slightly in building up a quota for one member out of many members. Few dishonest candidates would care to spend money with such a slim chance of getting any return for it.

Freedom to Electors

Nobody can seriously contend that under our present system of elections the electors really choose the candidates they want. The men for whom they are asked to vote are largely chosen for them by the party caucus. With all the forces of the constituency marshalled into two camps there is no opportunity for the electors to choose their own candidates; the fear of splitting the party vote is ever present to limit them in their choice to what it pleases the local party caucus to put forward. Many a good candidate has been kept out of Parliament because he did not see eye to eye upon every question with the caucus of his party, and many electors have remained unrepresented for the same reason.

It is unfortunate that we should put the political thought of this country in leading strings in this way. It is absurd to say that because certain currents of opinion do not dovetail absolutely into the programme of one or other of the great political parties, they are therefore unworthy of representation in Parliament.

The multi-member constituency changes all that. The fear of splitting the party vote is removed altogether. A party may run candidates who differ on the less important questions of the day and by so doing will strengthen rather than weaken their forces and a voter may mark on his ballot his preference for these candidates with the absolute certainty that his vote will finally help to elect one of them. He will then take more interest in politics and be less amenable to corrupt influences. The reason for this was well expressed by a voter in the Johannesburg municipal elections, who, on being asked his opinion of the single transferable vote, stated that it had put him on his mettle, "he had never experienced so much pleasure in the act of voting; he had never been able to use his intelligence in discriminating between the claims of the various candidates." Compare this with present conditions. Every few years the shouting of a general election awakens the voter out of his long political sleep. He staggers to the poll and casts a vote that can

only be the expression of his choice between two, or at most three, candidates. His choice, such as it is, is made and for the next few years political journalists discuss the insoluble problem of what that vote meant. Was it a mandate for the successful party, or merely a negative vote of want of confidence in the party defeated?

Raises Intellectual Level of Parliament

Sweden adopted Proportional Representation in 1909. Herr Talberg, deputy speaker of the Swedish Riksdag, has publicly declared that it "has distinctly raised the intellectual level of the representatives returned."

Under the present system members of the highest distinction and capacity, especially if these qualities are associated with a spirit of independence, find it increasingly difficult to enter political life.

* * *

When Mr. John Morley (now Lord Morley) during the election of 1906, received a deputation of Socialists, he, with his characteristic courage, explained very frankly the ground on which he could not support their principles. They withdrew their support and he lost his seat, and the British Parliament was deprived for many years of one of the finest intellects of his time. Can we wonder then that there arise complaints that our statesmen are deficient in courage and in ideas?

In the multi-member constituency the thousands who wanted Mr. Morley as their representative could have elected him, and the Socialists could have concentrated on a candidate of their own nomination.

Proportional Representation Brings National Unity

The last and most important phase of my subject is the part that Proportional Representation has played, and may yet play, in bringing about unification within the borders of a nation.

In almost every civilized country in the world you will find provinces in which men of one particular race or creed will be in the majority, and wherever the present defective electoral system is in operation, these majorities retain for themselves the whole of the representation.

The minorities, quite discouraged by repeated defeats, have given up the hope of ever having a voice in the affairs of the country: with some this situation has led to indifference and the abandonment of political struggle, while with others it has aroused anger and bitterness which—when class, race or religion are involved—sometimes leads to violence.

The instance of Belgium in this regard is of special interest to Canada—in view of our so-called "solid Quebec" and "solid Ontario."

Previous to 1899, the non-representation of minorities in Belgium accentuated the racial, religious and language differences between Flanders and Wallony. Flanders was represented by Catholics only; the French-speaking districts by Liberals and Socialists. This resulted in much internal strife. "In 1899," says Count Goblet d'Alviella, vice-president of the Belgian Senate, "Belgium was on the eve of a revolution—a revolution which was only avoided by the immediate and complete introduction of proportional representation into parliamentary elections."

Since its introduction, members of all three parties are returned in both areas, and this result has in its train brought a great national advantage, the political consolidation of Belgium. Political questions now cut across racial and religious differences, and, in so doing, assisted in the process of unification—a unification that Germany has always done its utmost to prevent.

The Case of Ireland

Proportional representation was of course provided for in the Government of Ireland Act of 1914, which was passed but never put into effect. But in January last the Irish town of Sligo had the distinction of being the first municipality in the British Isles to adopt Proportional Representation in the election of its municipal council.

* * *

Referring to this election, the special Dublin correspondent of the *London Daily News* wrote in part as follows:

"What was the miracle that Proportional Representation worked in Sligo? Briefly, it was the miracle of electing at the present moment a town council composed of eight Ratepayers' Association candidates (Conservatives and Nationalists), seven Sinn Féiners, five Labour men and four Independents... If the old system of voting had been adopted, Labour would unquestionably have stood down in order to avoid a split Republican vote, but, knowing that under Proportional Representation both Republican groups were certain of a fair share of representation, it went on with its campaign. The senior alderman elected was (miracle of miracles!) a prominent Unionist, who, in spite of great personal popularity and ability, could not have hoped to take any share in municipal management under the old system. The defeated Sinn Féin candidate was (perhaps the greatest miracle of all) a man who was arrested during the campaign, and was in prison on the day of the poll.

"One of the remarkable things about this result is that it appears to delight all parties. The *Irish Times* (Unionist) joins with the *Sligo Champion* in a paean of praise of Proportional Representation, and the *Freeman's Journal* (Irish Party) is for once in whole-hearted agreement with the *Irish Independent* (Independent Nationalist)."

The editorial concluded with these words: "Possibly Proportional Representation may save Ireland yet."

New Conditions Demand New Machinery

Throughout all democratic countries to-day there is a growing spirit of independence of strict party discipline. Mr. Asquith prophesied this in 1916, when he said: "No student of political development could have supposed that we should always go along in the same old groove, one party on this side and another on that, without the intermediate ground being occupied by groups having special interests and ideas of their own. If general opinion is more split up than it used to be... we must accept the new conditions and adapt our machinery to them, our representative system and the whole scheme and form of our government."

One of the last things Mr. Asquith did before he resigned the premiership was to empower the Speaker of the House of Com-

mons to appoint a committee comprised of the most eminent men of all the great parties to find a solution to this problem. From his place in Parliament Mr. Asquith instructed the committee in these words:

"With regard to the Parliament which is going to undertake the work of reconstruction after the war, it is eminently desirable that you should provide an electoral basis which will make that parliament reflective and representative of the general opinion of the country, and give to its decisions a moral authority which you cannot obtain from what I may call a scratch, improvised and makeshift electorate."

The committee sat for several weeks and finally the Speaker in reporting to Mr. Lloyd George said the committee was convinced "of the great desirability of finding a solution for issues fraught with the possibility of engendering grave domestic strife and internal friction." The outstanding recommendation that they made was that Proportional Representation should be introduced without delay.

The Ruler in a Democracy

(President Wilson at dedication of Lincoln Birthplace Memorial).

There is nowhere in the land any home so remote, so humble, that it may not contain the power of mind and heart and conscience to which nations yield and history submits its processes. Nature pays no tribute to aristocracy, subscribes to no creed or caste, renders fealty to no monarch or master of any name or kind. Genius is no snob. It does not run after titles or seek by preference the high circles of society. It affects humble company as well as great. It pays no special tribute to universities or learned societies of conventional standards of greatness, but serenely chooses its own comrades, its own haunts, its own life of adventure of training. Here is proof of it. This little hut was the cradle of one of the great sons of men, a man of singular, delightful, vital genius who presently emerged upon the great stage of the nation's history, gaunt, shy, ungainly, but dominant and majestic, a natural ruler of men, himself inevitably the central figure of the great plot. No man can explain this, but every man can see how it demonstrates the vigour of democracy, where every door is open, in every hamlet and countryside, in city and wilderness alike, for the ruler to emerge when he will and claim his leadership in the free life. Such men are the authentic proofs of the validity and vitality of democracy.

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Under the Union Microscope

(From the "Federal Employee")

"One of our brethren who has made a careful study of the entire genus Federal Employee here attempts to dissect and classify all his fellows. You will be interested in his grouping whether you agree with it or not. Is he right or wrong? What are your views on the subject?"

WHEN men in any class or occupation have the necessary wisdom and common sense to join their fellows in a compact organization and make a strong and vigorous fight for their own interests, they may reasonably hope that at least their inherent rights will be respected, and that their condition will be gradually improved. It was with this in mind that the Federal Employees' Union was formed.

Why Civil Service Employees Have Not Made Greater Progress

It is obvious that in a country as large as ours, with so many clashing interests at stake, the members of the various Congressional committees are bound to be so importuned and even harassed that they naturally become impatient and often suspicious. In addition to this, the methods heretofore used in placing our needs before Congress were so clumsy that the voice of the individual could not be heard above the din and clamour. Power always respects power, and so when the leader of an organization representing the organized strength of thousands speaks, he is entitled to a respectful hearing.

Our misfortune is that not all government employees have had sufficient intelligence, judgment, and vision to see that the interest of one is the interest of all; nor to see that if even a majority of them joined the union, then we should have power enough not only to protect our own interests, but also to give the help essential to establish efficiency in government.

Men are so largely governed by their preconceived notions and prejudices that they rarely see their own interests clearly. This is true of men both in and out of the government service. It is a part of the work of

the members of the union to overcome these prejudices and erroneous impressions.

The Various Types of Employees As Seen by the Author

We have many types of government employees to deal with, but a few are so well marked that they can readily be described; they are as follows:

1. The *progressive employee*, numerous in all bureaus and in all

This article reprinted from the United States "Federal Employee" should prove of interest to the Canadian Civil Service at a time when the improvement of relations between employers and employees is the burning question of the day. Intimately connected with this problem are such questions as the right of workers to organize and to deal collectively through their organizations with employers, and following rapidly upon these older questions has come the newer idea of closer association of hand and brain workers. "The Civilian" does not necessarily endorse all or any of the views expressed, but merely presents them as of interest to and for the information of its readers.—Ed.

grades, generally efficient, has the common instincts of humanity well developed—even overdeveloped at times—underpaid as a rule, has all the qualities of fraternity, and is found in large numbers in this organization. He is already with us unless there are special reasons keeping him out. He naturally belongs to us and due effort should be made to have him join—he is "worth while."

2. The *employee bound by inertia*. This is the most common type found outside the union. He means well, realizes his relationship with his co-workers, and sympathizes with them. He intends to join ultimately, but puts it off, is not quite certain that he can spare the money or that it will be well spent if he joins the union. He will come in when the organization is big and powerful. He always has some excuse when approached, but his objection is never valid. There is only one thing to do to get this man, and that is to get him fully awake. Pray for him earnestly, also light a fire cracker under him occasionally.

3. The *employee who has his*. This class is composed almost wholly of employees in the upper grades. They are satisfied. A few of them remind one of the story of Mazzini, the great Italian patriot, who tells about one big fellow who shouted for freedom loudly and often, but finally the opposition gave him a fine pair of red-topped boots. After that there were no more problems to solve, no further struggle for freedom was necessary; "he had his." Many of the men in this class have climbed the mountain of life and are descending the western slope; but they do not seem to realize that they must sooner or later become inefficient, if not already partly so. It is not an encouraging lesson in common humanity to have some of these high-priced men, who have enjoyed good salaries for many years, oppose retirement when they themselves will be the beneficiaries, while the main burden will be borne by the young and strong who may never enjoy a dollar of their own contributions. It is well never to forget that the war has changed the thought of the world, and while in the past some have been practically pensioned on these high salaries, the future is not rosy for the continuance

of such practice. It should not be overlooked, either, that many in this class have received their promotions as the result of political or personal favoritism, sometimes over others more deserving.

4. The *aristocratic employee* somewhat numerous in the higher grades. In his own view he is a "salaried man," not a "wage earner." Sometimes he thanks God that he is not like the "ordinary" clerk; the union is all right for the rank and file, but not for him—he has nothing in common with labour generally. This employee is generally efficient and often of fine character, but he feels himself above his class and does not recognize the vital fact that all of us are only Uncle Sam's "hired men." As a rule he is so prejudiced that it is useless to talk to him, for he is blinded by his inherent aristocracy, often unconsciously. In time this species will become extinct.

5. The *prejudiced employee*, more

or less numerous, has some "moss-back" qualities, doesn't know that the world is progressing, has ideas of union labour discarded by thinking people a full quarter of a century ago, just naturally hates Sam Gompers, thinks American Federation of Labour a bolshevistic institution. When told it costs each member of our union just nine cents a year to get the help of Mr. Gompers and the A. F. of L., he has no answer, but merely mumbles and grumbles. His case is more or less hopeless, as he is hypnotized by his prejudice; he may recover from his obsession if not too old; ridicule is the proper medicine. Some of the best men in the service belong to this type. Such sinners make good saints if fully converted.

6. The *profiteering employee*. This fellow shouts loudest about all kinds of profiteering of which he is the victim, but "soft-pedals" every kind of profiteering of which he is the beneficiary. When close pressed, though, he admits that it is not necessary for

him to join the union and pay dues, for whatever benefits the union gets for its members he will share. This class is not large, but it exists, much to our shame and humiliation.

7. The *"tight-wad" employee*. This fellow is an own blood cousin to the profiteer. But why describe him? His name is known to all, and he is found in every bureau. He can give you four hundred reasons for not joining the union, but never gives you the right one—stinginess. He should be turned over to the prayerful consideration of the good-looking sisters.

8. The *timid employee*. This man's condition is really pitiful; he was born afraid. He thinks he is discreet, but he merely lacks courage; he is too negative to be of much use as a worker even if he joins, as he is hypnotized by the "fear thought." He should be handled tenderly and lovingly and told over and over that the goblins won't get him if he does "jine" the union.

National Literary Contest

The National Literary contest inaugurated by the Arts and Letters Club of Ottawa is attracting widespread interest. The director of the competition, Mr. T. A. Browne, of Ottawa, states that inquiries have already been received in large numbers not only from every province, but from England and France.

A considerable number of manuscripts varied in theme have already been received, the cities of Toronto and Montreal being particularly well represented. It is expected that Ottawa also will be fully represented before the contest closes. Winners will have the pleasure of having their productions featured in the "Canadian Magazine."

There are three classes in which the contestants may enter: the open, available to any citizen in Canada; the veterans' class, open to all veterans as defined by the G. W. V. A., and the High School class.

For best prose contribution in the open class the prize is \$100.00; for best poem, a prize of \$100.00.

Veterans may also compete in the open class and also have a class

restricted to themselves for prizes donated by the Governor-General.

The High School class is open to all students of High Schools and Collegiate Institutes in Canada. Contributors to this class must give name of school and name of principal in every case. For best prose contribution, prize of \$25.

The regulations require:

(a) All manuscripts must be original. Any already published, sold or otherwise contracted for, will not be considered. (b) The club reserves the right to publish the prize winning manuscripts, the author to receive any benefits therefrom. (c) All manuscripts must be typewritten, and should be signed only with author's nom de plume. (d) A separate envelope must accompany the manuscript, and this should contain the author's full name and address, nom de plume as given on manuscript, and sufficient postage to cover return of manuscript. (e) Only one manuscript in prose and one in poetry may be submitted by a contributor in any one class. The class must be clearly designated thereon. (f) Contributions may be of any length within a limit of

5,000, and there is no limitation as to type, theme or form. No poem will be considered too short. (g) The competition will close August 31, 1919, and all manuscripts must be in the hands of the club on or before that date.

Judges of Competition

For Prose—Major Sir Andrew Macphail, Montreal; Dr. Adam Shortt, LL.L., Ottawa; Mr. W. J. Sykes, B.A., librarian, Carnegie Library, Ottawa; Mr. Thomas Mulvey, M.A., Under Secretary of State, Ottawa.

Poetry—Mr. Duncan Campbell Scott, F.R.S.C., Ottawa; Dr. E. Sapir, Ph.D., Ottawa; Mr. T. A. Browne, Ottawa.

All manuscripts are to be addressed to Mr. T. A. Browne, director of the Arts and Letters Club, National Literary Competition, Room 44, Y. M. C. A. Building, Ottawa, Canada.

"Desirable as all of these reforms are, it is doubtful if many of them can be realized in a state of society which compels so many men and women to utter to other men and women the prayer which should be made to God alone: 'Give us this day our daily bread.'"

—Owen Merryhue.

OUR
VOLUNTEERS
IN KHAKI
4,817

Civil Servants Under Arms

OUR
DEAD - - 477
WOUNDED 661
PRISONERS 26

DEMobilized

Officially, the war is over. A treaty has been signed, demobilization is practically completed and there are now very few "Civil Servants Under Arms." The time has come for the disappearance of this department from *The Civilian*.

This magazine's war features have been carried on for just five years. When, in August, 1914, the storm of conflict burst upon the amazed and uncomprehending world and hundreds of Canadian civil servants sprang to arms at the first call, the editors of *The Civilian* determined to compile, so far as might be possible, the war records of the men of the Service and to claim for them, and the class they represented, the credit that was their due.

The Roll of Honour

The Roll of Honour,—a list of enlistments of Canadian Government employees in the military and naval forces,—was the first of *The Civilian's* war records to be established. Information was secured, in the early days, from various voluntary sources, but as months wore away more and more troops were raised in Canada and the number of civil servants enlisting became so great that some other system of keeping track of them had to be adopted. Appeals were made to civil service organizations for their aid, but at that time many associations now in existence had not come into being and a vast number of public employees could not be reached by such means. Appeals were then made to Government Departments and Branches for official lists of men from their staffs who had enrolled, and while many of these responded promptly and effectively, the amazing fact was disclosed that, officially, many departments had no records of their men who had gone to the front and would take no steps to have such records prepared. In view of this circumstance *The Civilian's* task became almost impossible but the value of such records as it might be able to compile was greatly enhanced.

"Carry on" was the motto adopted by *The Civilian* staff, and while the

editorial and other columns of the magazine were devoted to the promotion of recruiting and every other war work, the Roll of Honour continued to grow. Hundreds of letters were written to government officials and officers of civil service organizations in all parts of Canada, urging continued assistance to the work in hand. Numerous lists were received in response to these appeals. Coming from many sources, they involved numberless duplications, necessitating constant careful cross-checking and further correspondence to straighten out indefinite details.

From time to time suggestions had been made that the Civil Service of Canada should raise a distinct unit from its own personnel for service overseas. Various influences prevailed to prevent this idea being carried out on any broad line. Commanding officers of various units found the Service in Ottawa a rich field for recruiting and vied with each other in efforts to secure civil service recruits. Certain units were much more successful than others and the disappointment of the least successful led to a campaign of solicitation being transformed into a demonstration of spite and misrepresentation. Members of parliament were drawn into the disgraceful affair and certain patronage-selected civil servants were induced to participate in the villification of their co-workers.

Long-suffering as the Service is, there are limits to its patience. Goaded beyond endurance, the Ottawa organization sought means of reply. *The Civilian's* Roll of Honour furnished the requisite data. Without that record, no effective answer would have been possible. A statement of enlistments was embodied in a letter from the president of the Association to the Ottawa newspapers. It showed a total of civil service volunteers that greatly surprised the general public and permanently shut the mouths of the traducers of the Service.

The war went on and the Roll continued to grow. In every part of Canada civil servants trooped steadily to the colours. Not a unit went overseas without civil servants in it. In Ottawa a "Civil Service Siege and

Heavy Artillery Draft" was raised in a few weeks. At the front, civil servants were holding every rank. One was a major-general, several were brigadier-generals and a number commanded battalions and other units with distinguished success.

Then came the Military Service Act and Canada's glorious volunteering record was closed. With it closed the Civil Service Roll of Honour. Only as a record of *volunteers* could it be a true honour to the Service. Names of men who enlisted prior to October 13, 1917, were collected and added to the Roll until all available sources had been exhausted. Even yet, names not secured before are being received and recorded.

At this date the Roll of Honour of *volunteers* from the Civil Service of Canada contains 4,817 names. From the foregoing account of the difficulties involved in its compilation, it will readily be understood that the Roll is incomplete. It lacks hundreds of names that should be included. The head of one large staff, who furnished a list of about 150 volunteers, estimated that three times that number of his men had enlisted voluntarily, but the names furnished were all that he could collect. Of the total of 4,817, about 1,225 were Ottawa men. This summary does not include the thousand or more volunteers from the staffs of the Canadian Government Railways.

It will thus be seen that the Civil Service of Canada, while it was not given the opportunity of furnishing a battalion for service overseas, volunteered enough men to have formed, not merely a battalion, but a full brigade of four battalions of infantry, with a few batteries of artillery to spare!

The Casualty Roll

Concurrently with its record of enlistments, *The Civilian* kept a record of such casualties as it could get information of. This record suffered all the handicaps of the Roll of Honour, and more. Certain departments have information of members of their staff having enlisted, but know nothing of their fate overseas. Several others

have kept account only of fatal casualties. But even the meagre list compiled under such difficulties shows:

Dead.....	477
Wounded.....	661
Prisoners of war.....	26

If the number of wounded were in proportion to the number of dead, in the ratio of casualties of the whole Canadian Expeditionary Force, it would be about 1,150. A moderate estimate of the total number of casualties sustained by Canadian Civil Service volunteers in the war would be 1,700.

Honours

An effort has also been made to compile a record of Decorations and other official Honours awarded to our men for services overseas. This was even more difficult to make up than the casualty record. Incomplete as it is, it is an achievement to be proud of. It shows:

Victoria Crosses.....	2
Distinguished Service Order.....	33
1st Bar to D. S. O.....	7
2nd Bar to D. S. O.....	1
Military Crosses.....	74
Bars to Military Cross.....	6
Distinguished Conduct Medals.....	11
Military Medals.....	25
Royal Red Cross.....	1
Air Force Cross.....	1
Distinguished Flying Cross.....	1
Distinguished Service Cross.....	1
Bar to D. S. C.....	1
Companion of the Bath.....	1
Companion of St. Michael and St. George.....	5
Companion of the British Empire.....	1
Order of the British Empire.....	7
Member of the British Empire.....	1
Meritorious Service Medal.....	2
Legion of Honour.....	3
Croix de Guerre, France.....	13
Croix de Guerre, Belgium.....	2
Médaille Militaire, France.....	1
Order of St. George, Russia.....	3

This list totals two hundred and four decorations and Orders.

Civil service soldiers' names were Mentioned in Despatches for distinguished service hundreds of times. No record has been, or could be, kept of official recognition of this character.

It is worthy of special mention that while the term "Men" is used in the above paragraphs, the statistics include nineteen women civil servants who served overseas as regular nurses and "V. A. D's." One was awarded the Royal Red Cross and another won a Mention in Despatches.

Such, in part at least, is the story of the military services of Canadian civil servants in the war. It is a record to be proud of and, if more

widely known, it would help to convince the people of the Dominion that the Civil Service bears its full share of the national burden in war as well as in peace.

While this department of *The Civilian* is now "demobilized" the records will be maintained for future reference, and additions or corrections will be made whenever further information is received. New war stories concerning civil servants will still find place in the columns of the magazine.

CASUALTIES

Two additional casualties not previously reported are those of Lieut. W. R. Welch and Lieut. H. A. Dupré who were wounded in action. Both belong to the Department of Trade and Commerce.

DECORATIONS

The *Croix de Guerre* of France has been added to the decorations of Major David Philpot, D.S.O. and Two Bars, O.B.E., of the 7th Battalion, in civil life a Public Works official at New Westminster.

The Order of the British Empire has been conferred upon Major James Grannis Parmelee, C.A.S.C. (Trade and Commerce) who previously received the *Croix de Guerre*.

MacCORMAC GETS M.C.

The Military Cross has been awarded to Lieut. John P. MacCormac, who recruited the "Civil Service Siege Battery" and commanded it until it was broken up in England. He was in France with the 8th Siege Battery and won his decoration in the Amiens show. Lieut. MacCormac is a son of M. C. MacCormac of the Library of Parliament.

COLONEL AND COOK

War stories of the 15th Battalion, of which Lieut. Col. C. E. Bent, C.M.G., D.S.O. and Bar, (Customs, Pugwash, N.S.) was C.O., and Major J. P. Girvan, D.S.O. and Bar, M.C., *Croix de Guerre* (Toronto post office) was second in command, are always of interest to civil servants. The following incident took place on the Lens front on August 15, 1917:

The battalion was attacking Hill 70, and was under orders to execute an outflanking movement on the left. Two companies were in the line, one in support, and one in reserve. An

English unit on the 15th's left did not get going in time, and in some way a party of Huns came through a gap in the line, entered an old communication trench across No Man's Land, and was heading for Col. Bent's headquarters.

The brigade major telephoned Col. Bent, and told him that Huns were observed coming down a trench, and that he was practically surrounded.

"To — you say. We are not surrounded," it is said was the answer of the colonel. "But you are — they are on top of you." Just then a sentry rushed in and said: "The Huns are here." Col. Bent looked up and the Huns were swarming down the trench. His staff was sadly depleted, owing to battle casualties, and he and a lieutenant were the only two officers. Col. Bent hurriedly called out batmen, cooks, shoemakers and headquarters' clerks, and drawing his revolver stepped into the trench and drove the Huns back out the way they came. One of the battalion machine guns trapped them with a deadly fire and not one Hun got back.

Gen. Sir Robert Baden-Powell, the head of the Boy Scouts, and who is now credited with having been one of the most valuable secret service men during the war, having even penetrated into Germany, had read in an English paper the story of the Huns' surprise by Col. Bent and his cook with the ham knife. He was a fellow-passenger with the 15th Battalion on the steamer *Baltic*, and took the opportunity of asking if the story was true. On being told that it was, the Hero of Mafeking sat down in his state room and composed the following:—

The Germans came down like a wolf on the fold,
A lot of strong Schnappes had rendered them bold;
They made for a spot marked "Battalion H. Q."
Its sign a red patch with a top mark of blue.
They thought they'd a cushy job, making a haul
Of colonel and officers, batmen and all.
Don't count your eggs before they all hatch
—doesn't do.
Especially eggs with the bonnie red patch
—topped with blue.
For suddenly forth from the dugout there comes
The colonel, quite peevishly hurling out bombs,
And clerks who had hitherto shone with the pen
Proved equally mighty as sword-wielding men.

But the thing that made Wilhelm just run
for his life,
Was the cook with a bally great ham carving
knife.
The Bosches discovered they'd met with
their match—and they flew
When they tackled the stuff of the bonnie red
patch—topped with blue.

They'd come in quite fast, but they went
out much faster,
When they found that their prey was really
their master.
And when they were getting away on the run,
They got the ki-bosh from a smart Lewis gun.

So none of them ever survived to come back,
To tell of their winderbar tapfer attack;
Fritz found colonels and cooks were no
match—for they slew
When they wore on their shoulders the bonnie
red patch—topped with blue.

AT LAST—THE BONUS!

(Continued from page 330)

would be needed to-day as the cost of living was increased more than 53 per cent.

A bonus of \$420.00 a year to householders with an income of \$1,200 or less is recommended and a proportional bonus to persons without dependents. From this point the bonus scales downwards according to a fixed percentage.

Summary of Report

The body of the report is reproduced below, the introductory paragraphs and the appendices containing the details summarized in the report being omitted.

1.—Cost of Living in Canada

The commonly accepted method of showing changes in prices, is by means of an index number, in which the trend of prices of a list of representative articles is taken as an index to the price changes of the whole group of articles under consideration. Comparison may be made either by showing the average or the aggregate price of this list at any given period as a percentage of the price of the list at a year or period taken as a base for comparison, or by showing the price as a money amount which may be compared with the price in any previous year.

Where the group of articles being studied is affected in somewhat similar fashion by common causes, as for example, agricultural products are influenced by crop conditions, it is sufficient to take the simple average price of a few of the more important of these products, as an index to the

price fluctuations of all. Where, however, varying groups are included, such as the food, clothing, rent, fuel and light, and sundries, consumed by the average family, it becomes necessary to weigh the items composing the representative list, proportionately to their importance of consumption. For this purpose the method now in use by the Department of Labour of Canada is to construct a representative family budget, and to compute a cost of living index number as the sum of the retail costs of the various amounts of food, fuel, etc., used by the normal family. Clothing and sundries are not included in the budget of the Labour Department, but on the basis of the figures regularly published in the *Labour Gazette*, we can obtain official information as to the fluctuations in cost of food, heat and light, and rent, that is of the items composing about two thirds of the expenditure of the average family. On the basis of this family budget, summarized in part below, we see that the family which in 1913 made a weekly expenditure of \$14.02 for food, heat and light, and rent (shelter) paid for the same quantities of these items during the months of September, October, November, and December, 1918, and January and February 1919, an average of \$21.46, an increase of 53.1 per cent over 1913.

TABLE 1.

Cost per week of a family budget of food, fuel and lighting, and rent, in terms of the average prices in sixty cities in Canada.

	1913	*1919	% Increase
All foods, etc...	7.36	13.58	84.5
Fuel, lighting...	1.91	3.04	59.1
Rent	4.75	4.84	1.9
Total	14.02	21.46	53.1

*Average of Sept., Oct., Nov., Dec., 1918, and Jan. and Feb. 1919.

It is probable that the increase shown by this table is less than the actual increase, since the budget on which it is based does not include figures for clothing and sundries. Studies made by the National Industrial Conference Board indicate an increase in living costs in the United States from July 1914 to March 1919, of 61 per cent on all items, and it is

probable that if the increase could be computed definitively for Canada, it would not be far from this figure.

The figures published in the *Labour Gazette* are at present, however, the only official compilation of retail prices available for Canada, and it is probably best, in order to provide a definite and authoritative basis for readjustment, to use these more conservative figures as the official basis for computation.

2.—Policy as to Low Paid Workers

It has been the general history of violent price fluctuations that wage levels change more slowly, either up or down, than do prices. Statistics are not available to show definitely the extent to which this is the case in Canada today, but we may gain some idea of what this lag of wages behind prices is, from figures published by the United States Department of Labour, which show that the increase in union wages from 1913 to 1918 has been only about 30 per cent, while the increase in food prices has been 68 per cent. It is clear from this statement that even in unionized trades, usually in the most favourable position to secure adjustment of wages, wages have not advanced proportionately with the sharp increase in living costs. A considerable part of the increase in cost, of course, is a direct result of the war, in increased taxes, and rises in prices due to destruction of goods and diversion of productive effort to war purposes. This burden falls to the common lot of all, and with few exceptions it is safe to say that the rank and file of wage earners and salaried people in the Dominion are today suffering a material reduction in incomes, measured in terms of what these incomes will purchase. It appears on the basis of these facts that civil servants already receiving incomes adequate for comfortable subsistence may reasonably be asked to share with the tax payer a part of this burden of increased costs resulting from the war, and that payment of bonus should be confined to the lower ranks of the service.

This reduction in the actual purchasing power of incomes has been met by the substitution of cheaper grades or by the cutting off of various items not essential to subsistence. To the man already close to the minimum standard of living, however, such re-

ductions cannot be made save at the direct expense of efficiency and health and of those family and civic responsibilities commonly considered essential to the welfare of the state.

An analysis of departmental payrolls for April, 1919, shows that of 34,000 full time employees approximately 50 per cent are now receiving salaries less than \$1,000 per year, and 27 per cent receive salaries less than \$800 per year. Of these lower paid employees, many of course are young unmarried persons with the prospect of advancement before them. But even with these exceptions, it is apparent that there are large numbers in the service, who are obliged, under the present conditions, to support their families on incomes of less than \$1,000 a year. Under the present living conditions those with families to support cannot maintain an adequate standard of living at these levels, nor can the service expect to hold the interest of competent employees under such conditions. For these wage levels it would appear that the bonus should be adequate to take care of the full increase in the cost of living.

3.—A Minimum Comfort Budget

In order to determine, as nearly as may be, the amount necessary for the maintenance of a family at a reasonable standard of comfort, a careful comparative study has been made of the results of investigations of domestic budgets of wage earners. Among the investigations made use of in fixing the amount of this representative budget were the following: Studies of the cost of living made by the Department of Labour of Canada in 1918, studies made by the United States Department of Labour in 1918, 1917, 1902, and other years; studies made by the United States Shipping Board, by the New York Factory Investigation Commission, the New York Bureau of Standards, the Massachusetts and Minnesota Minimum Wage Commission, the Spokane Chamber of Commerce, the National Industrial Conference Board of Boston, Massachusetts, by the Russell Sage Foundation under the direction of R. C. Chapin, and a number of estimates presented by bodies of employees on various occasions. We submit in Table III a summary of the conclusions of this study.

TABLE III.

Minimum Comfort Budget for family of man, wife, and three children, the typical household of five persons, 1919.

Necessary annual expenditure for	
Food	\$ 635.00
Clothing	271.00
Fuel and light	97.00
Rent and shelter	255.00
All other	300.00
Total	\$1,558.00

4.—Basis for Determination of Bonus

Possible bonus plans may be divided into four general types: (1) The payment of a percentage of the salary based on some recognized index num-

Omar must have been thinking of the Bonus!

*"The worldly hope men set their hearts upon
Turns ashes or it prospers, and anon,
Like snow upon the dusty desert's face,
Lighting a little hour or two, is gone."*

ber; (2) payment of a flat amount to those in defined salary and dependency limits; (3) payment of a bonus diminishing with increase of salary, and (4) combinations of these plans, such as the payment of a flat amount plus a percentage.

Of these plans of payment we believe that the payment of a fixed amount to all civil service employees within defined salary and dependency limits, with a diminished amount to those outside these limits, will provide the most effective solution of the conditions outlined in preceding sections of this report.

As a reasonable basis for determination of the amount of this bonus we recommend that the amount of increase in the cost of the comfort budget submitted, over the cost of the same budget in 1913, be taken. If the cost of the budget is today 153.1 per cent of its cost in 1913, the amount of this increase would be \$540.27. In other words, \$1,017.63 per year would have maintained the family in 1913 on the same scale as \$1,558 will to today.

The basis of readjustment of salary rates in the new classification, however, is the price level which would normally have obtained had not war intervened, and this, in the case of the typical income being considered, would have represented a 12½ per cent increase, taking care of \$127.20 of the \$540.27 increase. While this classification is not yet in effect, its provisions, as to salary increase, if adopted, will be retroactive to April 1, 1919, and it seems undesirable to provide for payments that are likely to be subject to revision downward. In the event of failure of adoption of the classification, it may still be said of the amount adopted that it takes care of nearly the full increase in costs of living for the man with small incomes.

There remains to be paid as the bonus necessary to maintain the family on the same scale in 1919 that it maintained in 1913, a balance of \$413.07 or say \$420.00 as the nearest multiple of 12. This sum constitutes a basic bonus, and should be sufficient to enable the man receiving a yearly income of \$1,145 or approximately \$1,200, to maintain his family adequately, while to the man at a lower income it provides a percentage increase greater than the full increase in his costs of living.

5.—Limits of Application

A bonus of this amount would not be necessary to enable those on incomes above \$1,200 to maintain this same standard of living. There are several cogent reasons, however, for providing some bonus to those at higher incomes. As a matter of administration it is not desirable to permit a point in the salary scale, at which a promotion means no increase, or a negligible increase, in salary. This would be the case if the bonus was stopped short at a definite point. For example, a man receiving just over the limit set, would receive considerably less pay than the man just within the limit. It is also true that the budget adopted, while in our opinion adequate for an average family, may be either liberal or inadequate for the individual family, with its own specific problems of locally higher prices, education of children, misfortune, and so forth, and it would be incorrect in theory and unjust in

practice to stop sharply at a defined point. Differences in the habits of life of the typical industrial wage earner and of the average civil servant also exist, and beyond question make it difficult for the man earning \$1,800 to \$2,000 to maintain the standard of living expected of him. All of those considerations point to a relatively gradual reduction of the bonus for incomes above \$1,200.

Some indication of the upper limit for payment is given by the application of formulae worked out by Professor Wm. F. Ogburn, for the percentages expended at varying incomes for foods, clothes, rent, heat and light, and sundries. The application of these formulae appears to indicate a relief from pressure at approximately \$2,500. We may safely take \$3,000 as the point of full extinction of the bonus. We suggest therefore the reduction of the amount of the bonus in uniform steps, as the income increases to \$3,000.

6.—Persons without Dependents

The basis bonus of \$420 is computed for a normal household of five persons. It is therefore larger than is needed by a person without dependents. We reproduce below the summary of a budget showing the approximate annual expenditures of a single man or woman. This budget amounts to 58 per cent of the family budget, and indicates a bonus of \$252 or approximately 60 per cent of the basic bonus, for persons without dependents.

TABLE IV.

Estimated minimum Comfort Budget for persons without dependents.

Annual expenditure for

Food or board	\$312.00
Lodgings	180.00
Clothing	152.00
All other	259.00
Total	\$903.00

Because of the fact that a considerable part of the household expenses such as rent, fuel and light, and in part food and sundries, do not increase proportionately with the increase of the size of the household, and because of the difficulty in administering bonus payments on the

basis of the number of persons in the household, it seems advisable not to carry the distinction beyond a division as between the head of a household and the person without dependents.

Where employees receive the prevailing rate for the class of work in the region, it does not appear proper that such persons should also receive the bonus, since they are not subject to the disability placed upon others by the classification, of receiving rates less as a whole than those being paid in commercial employment.

In the case of persons who carry on government work incidentally to other occupations, as in the case of storekeepers or merchants who also act as postmasters in offices of the first or second grade, or preventive customs offices, it does not appear that bonus should be paid, since the duties of such persons are variable and often incidental, and since such persons are not usually primarily dependent on the government for their support. It appears, however, that there are many seasonal employees, working full time for varying periods, and primarily dependent on their government salaries for support. It appears proper that such persons should receive bonus pro rata for the time worked.

The Jacobs Report

It will be remembered that the Civil Service Association of Ottawa retained the services of J. L. Jacobs and Company, of Chicago, to make a report on the question of the bonus. This report was presented at a meeting of the Association held on July 3 and, after discussion, was adopted unanimously. As the Government has adopted the report sent in by Arthur Young and Company and is paying the bonus on the basis of their recommendations, that report naturally is of first importance and has accordingly been given full treatment in the present issue. In order, however, that the Service may have opportunity of comparing the two reports and of learning something of the various angles from which the subject was approached by two independent authorities, *The Civilian* will in the September number give a full review of the Jacobs report.

SINGLE TAX IN A NUT-SHELL

There are tens, even hundreds of thousands of single taxers in Canada. Some of them know they are; a greater number are single taxers without knowing it. The term is not always clear to the average man or woman.

Let us see what it means. It means collecting a tax on one thing and one thing only. More important still is the question of where this tax is to be placed.

The single taxer believes that it should be placed on land values alone. Mind you, not on land alone, but on the *value* of land. This distinction is of importance to remember.

The single taxer believes that all products of labour in the way of houses, barns, fences, implements, horses, cattle, money, machinery, factories, whatever is the product of labour, should not be taxed. To him a tax is a fine, a penalty and had land value been taken by the public treasury from the beginning no such word as "tax" would have crept into the vocabulary. Fines and penalties should never be imposed on labour or its products.

The single taxer believes that the value of land, whether it be a lot in a city, which is often more valuable than many farms; or a farm in the country, exists because of and in proportion to the number of people who want to use it, their very wanting it gives it value, and also in proportion to the value of good government.

He believes that the money that they are willing to pay for the use of the lot or the farm, money that we call rent, should go into the public treasury to make up the taxes that we are compelled to pay to run the government, maintain schools, and other public needs.

He believes that if all tax is collected from this source, where it cannot be shifted, the holding of lots and lands out of use will become unprofitable and that they will become available at lower prices and on better terms than they can now be had and so men who now have no homes will be able to acquire them.

In short, these are the things that the single taxer stands for and works for, and if you see these things and believe in them you are a single taxer.

Newsy
Personal
Notes

MAINLY ABOUT PEOPLE

What we
all are
doing

FIRST PRESIDENT DEAD

Dr. James A. Smith, collector of Customs at Windsor, Ont., died on July 25 after an illness of several weeks. He was sixty-three years of age and had been collector of the port for sixteen years.

Dr. Smith was elected president of the Civil Service Federation of Canada at the organization convention in Ottawa and remained at the head of the national civil service body for

several years. Of late he had not taken an active part in civil service work.

MAIL CLERKS HURT

Railway mail clerks of Eastern Canada ran in hard luck in July. T. P. O'Toole and Hugh Ferguson, of Ottawa, were hurt in the ditching of the Imperial Limited east of North Bay, by wreckers, on July 6. On July 11, Oscar Bélanger, of Quebec, was injured in a derailment of the Maritime Express at LaDurentaye, Que.

PERSONAL

Lieut.-Col. J. Obed Smith, Canadian Immigration Superintendent in Europe, is making a visit to Canada.

A number of trade commissioners of the Department of Trade and Commerce are visiting Canada this summer to consult with officials and commercial interests concerning Canada's overseas trade expansion in the reconstruction period. Those in the Dominion during the past month included Dr. J. W. Ross from Shanghai, B. S. Webb from Buenos Ayres, D. H. Ross from Melbourne, J. E. Ray from Manchester, W. J. Egan from Cape Town and W. A. Beddoe from Auckland. Capt. H. R. Pousette, who was at Buenos Ayres before he went to the front, has not been assigned to a new station yet. Major G. B. Johnson, formerly in the Orient, has also been in Canada. He goes to Rio de Janeiro. Harrison Watson, of London, will be in Canada in September.

C. E. C. Garrett of the Civil Service Commission was married on July 10 to Gladys Dereham of Liverpool, England.

The Imperial Service Medal has been awarded to George W. H. Comer on his retirement from service on the Customs staff of the Port of Kingston. Mr. Comer is in his seventy-ninth year and entered the Customs service in 1891.

John D. Fitzgibbon, for thirty-two years on the staff of St. Vincent de Paul Penitentiary, has been appointed deputy warden of the institution, in place of the late Deputy Warden Russell.

The marriage was celebrated recently at the church of St. Peter-upon-Cornhill, London, England, of Captain Arthur Louis Lynch, R.A. M.C., son of W. J. Lynch, I.S.O., of Ottawa, to Janet Hunter, daughter of the Rev. G. B. Doughty.

Leolyn Dana Wilgress, Canadian Trade Commissioner at Vladivostok, was married in that city on June 4 to Olga, daughter of Rudolph Buergin of that place. Mr. and Mrs. Wilgress are returning to Canada.

OBITUARY

DUNNE—On July 7, Annie Dunne of the office of the Deputy Minister of the Interior.

KEHOE—On July 5, Lawrence J. Kehoe of the Government Printing Bureau, brother of Frank Kehoe of the Department of Customs.

REYNOLDS—On July 6, May Beatrice West, wife of D. H. Reynolds of the Department of Immigration and Colonization.

DERICK—Killed in a level-crossing accident near Burlington, Vt., on July 5, R. Calvin Derick, sub-collector of Customs at Noyan Junction, Que., aged thirty years.

ARMOUR—Accidentally killed on June 29, Thomas Armour, for fifty years postmaster at Dunnville, Ont., aged eighty-three years.

HENDERSON—On June 30, Louise Henderson of the Government Printing Bureau.

McELROY—On July 1, David McElroy, aged seventy-four years, father of H. H. McElroy of the Department of Customs.

GOVENLOCK—At Saskatoon, on July 10, James S. Govenlock, brother of Miss E. L. Govenlock of the Auditor General's Office.

NOLAN—On July 11, Michael J. Nolan, aged seventy-six years, for twenty-two years doorkeeper of the House of Commons.

HANRATTY—On July 17, Katherine, widow of the late John A. Hanratty and sister of Frank Kehoe of the Department of Customs and of the late Lawrence J. Kehoe of the Government Printing Bureau.

HARRISON—Drowned, on July 19, John P. Harrison, aged five years, son of E. H. P. Harrison of the Department of Customs.

HOGAN—On July 21, Denis Hogan, aged sixty-four years, Inspector of Dominion Police for twenty years.

O'HANLY—On July 22, John Mitchell O'Hanly, C.E., of the Department of Marine, a civil servant for thirty years.

SMITH—At Windsor, Ont., on July 25, James Smith, collector of Customs, aged sixty-four years, formerly president of the Civil Service Federation of Canada.

TURGEON—On July 29, Alma Gravelle, wife of J. E. Turgeon.

OGDEN—At Bedford, N.S., Alfred Ogden, for twenty-five years superintendent and inspector under the Fisheries Branch, formerly M.P. for Guysboro, aged seventy-five years.

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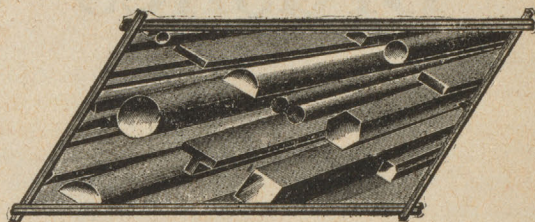
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ROYAL COMMISSION ON INDUSTRIAL RELATIONS

(Continued from page 339)

to those who suggest such improvements.

Every council, or by whatever name it may be known, must be the result of the unfettered choice of both the employees and the employer concerned. Any attempt to force a definite plan upon either would be foredoomed to failure. Some machinery could, however, be established to take the initiative and bring the parties together.

The Commission therefore recommends that the Dominion Government should interest itself in the development of these councils, and that a bureau should be established under the Minister of Labour which would compile all available information and statistics, undertake publication of developments in this and other countries, and maintain officers who would act as between employer and workers where desire is expressed to create such councils, and render such other assistance as may be required. The usefulness of councils would depend on the spirit in which they are adopted, but the Commission believe that nothing but good can result from their establishment in all industries where a considerable number of workpeople are employed.

The report is signed by Hon. Chief Justice Mathers, Winnipeg, Chairman; Mr. Charles Harrison, M.P., Mr. Carl Riordon, Mr. Tom Moore, Mr. John W. Bruce, and Mr. Thos. Bengough, Secretary. A minority report was filed by Hon. Senator White and Mr. Frank Pauzé.

The following supplementary report was sent in by Mr. Riordon.

Supplementary Report of Commissioner Riordon

In signing the Report, I stated that I did so subject to comments which I would add, and the other signers were willing that I should do this. I give these comments below.

By the terms of our Commission we were required to consider and make suggestions for securing a permanent

improvement in the relations between employers and employees.

I think that the great trouble with these relations is that the worker is not satisfied with the living he gets from his work.

The evidence throughout shows that merely raising wages does not give the worker a better living, but that this can only be got by dealing with wages and the cost of living together. Increased wages and increased charges add to the burden of industry and check it.

The main problem has to do with sharing the national wealth, which is the product of work, capital and resources.

The share of the worker can be increased only: (1) by increasing the wealth to be shared by decreasing waste; (2) by decreasing the share of the other parties to the production of wealth, and (3) by reducing to a minimum the share of those who are not parties to the production of wealth.

We should minimize such wastes as (a) parallel railway lines; too many retail stores, etc.; (b) plants standing idle part of the twenty-four hours; (c) sickness and under-nourishment; (d) poor quality in products; (e) bad use of by-products and raw materials—we need more research; (f) unemployment.

We need more capital, but the price at which it is offered depends on the risks. The following remarks show what I mean by risks and their remedies:

(A) *The variation in the actual consumption of goods as between good times and dull times.*—Consumption depends on the buying power of the people. If employment were complete and continuous, and if all the people were assured of income in case of misfortune, the buying power would be maintained about even at all times.

(B) *Bad construction and bad management.*—There would be fewer failures if charters to incorporate enterprises were granted only when it was shown that (1) they would be carried out by men who could show by their past record that

they were fit to carry them out; (2) that the plants would be properly located, the process and construction the best, and the market sufficient.

(C) *Disturbances.*—Co-operation and the square deal would do away with labour disputes. Justice and a fairer distribution of wealth would lessen the chance of political disturbances.

After paying all charges, including adequate wages and adequate interest or fixed dividends on capital, and after providing sufficient reserve, all profits should be divided between the parties to production.

The community and the parties to production should be protected by publicity with regard to assets, liabilities, earnings, costs, prices, etc., based on authorized standard systems of accounting.

It seems clear that the share of wealth produced that goes to those who come between the producer and the consumer is altogether too great, and that this can be remedied by co-operative trading as practiced in Great Britain, and that this should be encouraged and wisely directed by Government.

In the case of grants by the Government for any of the purposes mentioned in the Report, I think it should be clearly understood that the Government has no real wealth to give but is merely an intermediary that takes wealth from one party and gives it to another. For instance, a grant by Government to any form of social insurance should be a contribution by those who have much to those who have little and are unfortunate, and so should be by way of income tax, on the principle that luck plays a part in the distribution of wealth.

Our aim is the attainment of true democracy in government and industry, through education and political organization, enabling the people to secure such legislative enactments as will ensure the abolition of all special privileges and the most widely diffused equalities of opportunity in all that concerns the lives of our citizens.

—From platform of 5th Sunday Meeting Association.

Civil Service Federation of Canada

Civil Service Question Box

During July the Civil Service Federation arranged, with the co-operation of the Civil Service Commission, to answer through the columns of various newspapers throughout the Dominion, all questions of general interest dealing with the proposed Civil Service classification. Where space will not permit or the subject is not suitable, arrangements have been made to send a personal answer, subject to proper limitations, if a stamped addressed envelope is enclosed. No anonymous communications will be answered, but no names will be published. Questions are to be sent to the Question Editor, Civil Service Federation, P. O. Box 394, Ottawa.

Commencing with the Ottawa newspapers, the service has been rapidly extended until it now embraces the following journals: *The Civilian*, The Ottawa Journal, The Ottawa Citizen, Toronto Mail and Empire, Toronto Globe, Winnipeg Free Press, Montreal Gazette, Edmonton Journal, Toronto Times, Winnipeg Telegram, Vancouver Daily Province, Calgary Herald, Vancouver Daily Sun, The Journal of the Engineering Institute of Canada, The Vancouver Citizen, and The Galt Reporter. This list is being extended from day to day. Up to the end of July nearly fifty questions covering a wide variety of subjects had been asked and answered through the press and there were also a large number of questions answered personally. The service has received wide publicity and in this way has been placed within the knowledge of civil servants everywhere. It is not necessary, therefore, to repeat in *The Civilian* the various questions asked or the answers thereto. Indeed to do so would require the printing of a supplement if the regular matter in *The Civilian* were retained. It will serve a useful purpose, however, to repeat here the first question asked and the answer thereto, which appeared about the middle of July. The answer to this question explains fully the

method by which the classification will be fitted over the personnel of the Service:

Question: 1. I have studied the printed classification very carefully, but cannot tell in what class I belong; in fact, the definition of eight different classes with salaries ranging from \$600 to \$2,280 seems to fit my work. How and when can I learn how my position is classified? 2. If I am dissatisfied with my classification when I learn what it is, what steps should I take? No. 1.

Answer: 1 and 2. In many cases employees cannot tell positively from a study of the classification in which class they belong. The Organization Branch of the Civil Service Commission has tentatively indicated on the classification card sent in last fall the class in which each position falls. At the beginning of next week the deputy heads will begin the preparation of lists of employees now in their departments. These lists will be turned over to the Organization Branch, and in the proper column the class in which each employee's position has been tentatively classified will be indicated. The Organization Branch and the deputy heads will then confer with regard to the various classes, and, where necessary because of a change in duties or lack of sufficient information, changes in the tentative classes made. At this time, too, the classes for employees who have come into the service since the cards were prepared will be determined. When the Organization Branch and the deputy head of any department have brought up to date the classification for the department and indicated the class for each employee the deputy head will acquaint the employees of his department with the classification of their positions. Any employee who thinks his classification is incorrect may then take up the matter with the deputy head and the Organization Branch, and if still dissatisfied may then present it to the Civil Service Commission for final adjudication. The preparation of the lists for some 50,000 employees and the discussions and conferences between the Organization Branch and some 40 deputy heads will naturally consume several weeks. The employees in some departments, however, will be able to tell in what classes their positions have been placed early in August, and it is hoped the process will be complete before the end of August.

Owing to the large territory to be covered and the amount of detail involved, it is likely that the work will not be completed within the time mentioned. The task is a tremendous one, but it is proceeding with all the expedition possible.

Additional Officers Elected to Federation Executive

The executive of the Civil Service Federation was completed at a meeting held during July by the election of three additional members by the council of the Federation. The following were the new members named: W. J. Cantwell, Dominion Postal Clerks; F. Kehoe, Customs; and A. E. Sheppard, Printing Bureau. In the event of any one of the foregoing being unable to act, J. S. Forsyth, Letter Carriers, will be automatically elected in his place. This now completes the executive of the Federation, which is as follows: Frank Grierson, president; L. D. Burling, 1st vice-president; J. C. O'Connor, 2nd vice-president; T. H. Burns, 3rd vice-president, C. J. Tulley, secretary-treasurer, and the new members named above.

Mr. J. C. O'Connor, in the absence of the president, owing to illness, was in the chair, and a resolution of regret at the inability of Mr. Grierson to be present was passed.

The matters under discussion were classification and organization of the Federation along the lines laid down by the Constitution adopted at the last Convention. Explanation was made of the question box and of the methods to be followed in getting the classification ready for the September session if at all possible.

Some of the difficulties regarding the affiliation of single associations with the Federation were under review. An effort is being made to have all bodies of a similar nature formed into Dominion wide bodies so that they may have full representation on the General Council of the Federation. This work is necessarily slow but it is expected that announcements may be made from time to time of the progress made.

It was reported by Mr. A. St. Laurent that Hon. Mr. Burrell, secretary of State, had allowed the clerical staff of the Printing Bureau three weeks' vacation instead of the usual two.

Federation Officers on Leave

Mr. F. Grierson, President of the Federation, is spending a few weeks away from the capital on sick leave and Mr. Ch. J. Tulley, secretary-treasurer, left towards the end of July for the Mayo hospital, Rochester, Minn., where he will undergo an operation. Mr. L. D. Burling, 1st vice-president, is away on field work for his Department. In the absence of these officers, Mr. J. C. O'Connor, 2nd Vice-president, is Acting President and is also assisting in the secretarial work.

Appeals Against Classification

In connection with the Board of Hearing and Recommendation to be established by the Civil Service Commission, the Civil Service Association of Ottawa has issued the following notice:

Ottawa, July 28, 1919.

To the members of the Civil Service Association of Ottawa:

The Executive of the Association has made arrangements with the Civil Service Commission to place representations before that body with

respect to the Classification of the Service by the Arthur Young Company.

Any member of the Association who desires to have any suggestion, inquiry, grievance, complaint or any other representation with reference to the Classification brought to the attention of the Commission, though the official organization of the Association, may communicate with the undersigned in connection therewith.

T. R. L. MACINNES,

Secretary of the Legislation and Classification Committee of the Civil Service Association. Dept. of Indian Affairs.

Office Cleaners' Association

On July 22 a deputation consisting of Mr. J. C. O'Connor and Mr. Ch. J. Tulley, of the Civil Service Federation, and Madame Mercier, President of the Office Cleaners' Association, had an interview with the Hon. Frank Carvell, Minister of Public Works, and discussed with him a number of matters affecting government office cleaners. Upon the question of salary the Minister was strongly urged to provide for the

payment of \$1.50 per day. This would necessitate a change in the classification which provides 30 cents per hour on the basis of an eight-hour day. The Minister took this question under advisement. The question of supplies, in regard to which there has been considerable dissatisfaction, both on the part of the government and of the office cleaners, was taken up, and as a result of the interview a satisfactory arrangement was arrived at. The question of leave of absence and the employment of substitutes in connection therewith, which has been on a more or less irregular basis, was gone into and the Minister promised that adequate and definite regulations would be issued governing leave of absence, sick leave, etc.

In the contributed article on the Office Cleaners' Association, published in the July *Civilian*, it was stated that "owing to the large number of members the ladies are divided into groups, each of the twelve groups being entitled to a representative at the Grand Council." This was an error—the Office Cleaners' Association is entitled to only one seat on the Grand Council of the Federation.

The
Collector of
Comments

Dominion Customs Association

The
Unofficial
Surveyor

D.C.A. Officers Visit Eastern Branches

ARRANGEMENTS having been made for a tour of the eastern branches of the D.C.A. by the officers, a party left for St. John on July 18th, consisting of President R. Colvin, the secretary-treasurer, T. H. Burns, and J. F. McKenzie, of Montreal, who was deputized by Vice-President McGoldrick to act in his stead, he being unavoidably detained.

A meeting was held in the St. John Board of Trade rooms. Collector Lockhart was in the chair and introduced the speakers, stating he understood that classification of the Service, the bonus, superannuation and other important questions were to be discussed and bespoke an attentive hearing.

President Colvin was the first speaker. He took the classification report as his subject and gave a lot

of interesting information on this vexed question and cleared up many of the points raised by his audience. Superannuation, its part in Civil Service problems, was also gone into, and hope was expressed that the Government would take up this matter after classification had been disposed of. Then followed a clear analysis of the Dominion Customs Association's finances which showed that the organization was being run too cheaply when its benefits were considered and the necessity of funds for the continuance of the work was explained. The speaker stated it was a critical time to interfere with the work of the executive, which was obliged to assemble in Ottawa frequently while classification and other important matters were under consideration. Mr. Colvin concluded his remarks by showing what a cheap investment, with an extra call included, was membership in the D.C.A. The speaker's

remarks were punctuated with applause, especially when he asked the question, "Will you help us out with another call?" Cheers and loud applause of assent and approval left no doubt as to the willingness of the members to "come across" when required.

Mr. J. F. McKenzie, Montreal, followed, and expressed the regret of Vice-President McGoldrick, who was unable at the last moment to be present. Mr. McKenzie spoke on the bonus and told how it came about as the result of a campaign of education by C. S. organizations concerned at Ottawa.

The secretary-treasurer, T. H. Burns was the last speaker. Having begun a year ago in Halifax what proved to be the beginning of a coast to coast campaign in the interest of a propaganda for a square deal for the civil servant and the Government, he was greeted as an old friend, and

began his remarks by extending greetings to the members of the Dominion Customs Association of the East from their brethren in the West, complimenting his hearers on the fact that they were members of a solid unit extending from the Atlantic to the Pacific, a vast chain of sixty-five branches, which in turn connected twice as many smaller but none the less important links. Mr. Burns briefly sketched the happenings since the passing of Bill 53, last year, bringing his hearers step by step along the many interesting occurrences of the past year, giving a practical illustration of the many problems to be solved in our branch of the Service. Quite a number of questions were asked and answered, and as the speaker concluded his remarks the chairman came forward and in a happy speech presented Mr. Burns with a leather wallet containing a substantial sum, as a slight indication of appreciation and esteem of the New Brunswick and Prince Edward Island Customs Association. During their brief stay in St. John the visitors were royally entertained by the local officers, nothing being too good for them.

Mr. T. H. Burns, who is Third Vice-President of the Civil Service Federation, and Mr. R. Colvin, also a member of the executive, attended conferences with members of the Inland Revenue, Post Office, and Public Works, and other Services, and discussed matters of general interest, particularly as regards re-classification, etc.

At Halifax the delegates were met by Mr. Arthur Lovett, a member of the D.C.A. executive, who was responsible for their entertainment during their brief but busy visit. The meeting of the local Association was a very large one and was presided over by Mr. W. Gleeson, Surveyor, who gave a message of regret from the Collector, Mr. Mitchell, who was unavoidably absent owing to a previous engagement. Messrs. Colvin, McKenzie and Burns addressed the meeting in turn, along the lines indicated above. Addresses of appreciation of the work of the D.C.A. were delivered by several of the local officers, Mr. Lovett promising, amid applause, immediate response to any financial demands to replenish the coffers of the D.C.A. After enjoying the hospitality for which Halifax is famous, the visitors left for the garden spot of the continent, Prince

Edward Island, where a short but interesting and enjoyable visit was made. The sudden death of the daughter of Mr. W. Moren, Chief Clerk of the Charlottetown staff, cast a gloom over the community, but at his request the original arrangements were carried out as originally planned, and a meeting took place in which other branches of the Civil Service were present. At the time of going to press the party is touring the Province of Quebec.

The secretary-treasurer has accepted an invitation to visit several points in Ontario and to continue the work just concluded in the eastern Provinces.

Classification Deferred to the Fall Session

To the members of the Dominion Customs Association just a word relative to the above. It would be stating what is contrary to facts, to assume that there is not a feeling of keen disappointment that the long-looked for legislation, removing so many anomalies in the Outside Customs has again been postponed. It might be well to state here and now, that the delay is not owing to any obstruction or criticism of the Bill by the Customs representatives, who were in close touch with the Civil Service Commission and the experts. They took the stand that they should back up the Commission in support of the Bill, with its imperfections, reserving the right, after the principle had been made law, to have amendments and changes made looking to improved conditions, particularly as regards salaries in the lower grades. One very important feature of the new Bill is the retroactive power it contains, which implies that any promotions which will necessarily call for higher salaries, will date back to April 1, 1919. So, don't be downhearted boys, but "carry on," as you have in the past, confident that in the near future your faithful service will receive the just reward it merits.

Montreal

The hand of Death has been particularly heavy in the families of our Montreal colleagues. The following officers in the Port of Montreal have been bereaved recently: Mr. A. Magnan, his father-in-law; Mr. M. P. McGoldrick, his sister; Mr. P. Keane, his mother; Mr. McElroy, his brother; Mr. W. McRobie, his son. On behalf of the members of the

Dominion Customs Association, I desire to extend to our Montreal friends, our deep sense of the loss they have sustained in their recent bereavement, through the death of their loved ones.

I am in receipt of a few words from our French Canadian friends at the Port of Montreal, asking to give them publicity in the columns of *The Civilian*. I am more than pleased to do so, and I trust it will be a regular feature of the Customs columns to carry something from them in every issue in the future. I would like to hear from any other Port where our French Canadian friends might furnish "copy" for publication. While on this subject, might I again ask the members to send anything of interest and it will be given space in our column.

Unissons-nous.

Si, lors de la dernière réunion annuelle des membres de l'Association du Service Civil pour le district de Montréal, le résultat final de l'élection du Comité Exécutif a pu laisser à désirer sous certains rapports, il n'en est pas moins un fait probant que tous nos confrères de la province de Québec doivent une dette de reconnaissance à ceux qui furent les premiers à l'œuvre et surent maintenir notre association dans un état d'efficacité remarquable.

En effet, c'est grâce au travail intelligent et inlassable de MM. A.-E. Giroux, P. Keane, M. P. McGoldrick, R. C. Irwin, F. McKenzie et J.-R. Ducond, puissamment secondés par nos confrères représentant les autres provinces de notre Dominion, que nous avons reçu l'année dernière, et que nous recevrons pour, au moins, une autre année, un boni de \$250.00.

Nous devons aussi au zèle de nos délégués à Ottawa certaines améliorations notables dans la loi du Service Civil qui sera sous peu—nous n'en doutons pas—sanctionné par nos représentants parlementaires.

En songeant à la devise de notre Association St-Jean-Baptiste: *L'Union fait la force*, tous nos confrères qui hésitent à s'unir à nous comprendront qu'il n'est pas logique de retirer des bienfaits d'une Association sans en faire partie.

Unissons-nous, et, en marchant la main dans la main, les résultats obtenus ne seront que le prélude de ceux que nous réserve l'avenir.

—M.B.

Montréal, 14 juin 1919.

At the Sign of the Wooden Leg

The Old Apple Tree

Your
Humble
Serv^t.
Silas
Wegg

WE may liken history in general, or the history of any particular period, to a tree that passes through its various stages of growth from seedtime to fruitage. What I like about the tree-method of representing events is the large measure of detachment from personal responsibility it affords. I may be arraigned for my false stewardship as my brother's keeper, as a bee keeper, or as the keeper of a kitchen garden, but my conscience never comes into court to accuse me on account of the failure of trees to make good. True it is that I may be chided for neglect to do some pruning here or grafting there, or I may not have burned out in proper time some nest of caterpillars in the branches. These are little things, the *minima* with which *lex* is not concerned. A tree is big enough to look out for itself. At any rate it is in the hands of Fate, and I for one would as soon think of sharing responsibility with her as of claiming promotion to a head clerkship,—whatever that may signify in the new hierarchy,—because of the punctuality of the Great Bear in his movements around the Pole.

Therefore, I am prone to look upon recent events in Civil Service circles as the inevitable growth and development of a tree for whose existence and failures I, nor any of us, can be held accountable. The pruners from Chicago, and the grafters at home, may have the credit or blame for certain features,—a luscious plum growing on this branch, or a mouldering limb lopped off too close to the trunk—but these are of small moment. The Time Spirit controls the great top roots of the tree, the winds of heaven stir among its branches. Of all peoples civil servants are, *par excellence*, the children of Destiny. They are effects and not causes, and have the least claim of all human-kind to the title of self-made men.

Nor let the Government of Canada, nor the Arthur Young Company, nor

the Civil Service Commission think that we are their creatures, sprung from the dragon teeth that they have sown. We are the leaves of the Tree of Time, for how else can an intelligent being, looking before and after, account for the caprices and vagaries of the Civil Service List, how else give reason for the new classification or the bonus allotments? Blind servants of Fate,—Government, Commission and advisers,—they but register the decrees of some force in the background, some primal necessity that made civil servants for its mockery and uses the High Cost of Living as the wheel on which to break its victims.

Having thus rendered the discussion impersonal, and having relieved the Government, the Commission and the Arthur Young Company of all blame in the premises, we are free to look at our particular tree in the orchard of life, and to express our thoughts thereon, without being considered censorious grouchers or anything of that disagreeable nature.

This was to be the year of years for our tree, an arboreal jubilee summing the hopes and yearnings of decades. The pruners and grafters above referred to were at work, and no longer were we to behold a meagre mistiness of bloom as shadowed in the Estimates and Supplementary Estimates of other years. The tree was to be one tempest of blossom, which would calm down into a surfeiting rainfall of fruit. Our hearts were to be solaced with the apples of re-classification, our thirsty lips freshened with the juices of the bonus plums. So much had the grafters helped the pruners that we were willing to believe that not one fruit but all fruits—apples, plums, grapes, oranges, etc.,—would come to us from the same tree. We planned for everything—except the lemons. Well, you have read the crop reports.

Those were anxious days during which we waited for the first murmur of colour amid the dark verdure of the leaves. The tree would be in full

bloom by the first of April. But the first of May came and we mourned with Milton that our "late spring no bud or blossom showeth." Mr. Rowell, who had been engaged himself in uprooting the grape vines, "whose mortal taste brought death into this world and all our woe," assured us that the "first of May" was a generic term, signifying any date from Now to Doomsday, and so we watched and waited through many weeks.

Perhaps I should mention here the opposing forces that were working havoc amid the foliage all this time; for the grubs and the grasshoppers were not idle, acting under the direction of that prince of the power of the air known as the High Cost of Living. Kaiser Bill chops down trees in Holland. Our trees were being laid waste by the Coal Bill, the Grocery Bill, the Tailor's Bill. Week by week and month by month we saw the Index Number waxing larger, and we knew on what that monstrous grub was fattening. It was our hopes and our prospects that fed his insatiable maw. He and his female coadjutor, the Family Budget, became the terror of our thoughts by day and the dragons of our nightly dreams. I have a friend whose one ambition in life is to compose a popular song. He never gets beyond the first bar of the music or the first stanza of his lyrics. Among the chips and shavings of his workshop I found these lines, which I think present a fair epitome of our despair during those troubled weeks. They run:—

Gone are the days of the dollar umbrella,
The twenty cent lunch and the shave for a dime;
Gone are the nights when an everyday fellow
With a V in his pocket could count on a time.
O, I'm all for forgiving,
But the High Cost of Living
Makes me long for an axe—can you finish
the rhyme?

At the risk of destroying the proportion of this article on trees I venture to submit a stanza on my

own behalf in continuation of my friend's efforts. You will all probably note some marked improvements in the style.

Sell me, oh, sell me a fifteen-cent collar,
Fashioned of linen and labelled four-ply.
Restore to our purses the old fashioned dollar
That furnished a dinner with ice-cream
and pie.

How I long for a truncheon
To belabour at luncheon
The heads of the chaps who make sandwiches
high.

But the Bacon caterpillar—one of the pillars of society by the way—could not denude our tree entirely, and the long-expected blossoms appeared, if not in due course, at least not in undue haste. "Heaven shot at last a sudden jubilant ray" and the tree opened up one June day in all its glory, such as it was. Perhaps we had been expecting too much. We had been assured so often that the new fruit of the old tree was to be the last word in arboriculture that we were not prepared to find some of the blossoms a little on the small size and to see the most luxuriant blooms so high up in the topmost boughs that it would take many weary days of climbing to reach the luscious plums at harvest time.

Some were for cutting down the tree at once and trusting to the old methods of grafting that we had been accustomed to for years. Others, who saw a few fair blossoms within reach where they stood, pleaded for patience. There was a chance, they assured us, that some of those skimpy blossoms would yet set into plump fruit. And then there was always the secondary, or bonus, fruit to be considered, of which then we saw only the buds. The bonus was to be the crown of the classification, the jewel that would redeem the toad's head of its ugliness, the plum pudding at the end of the dinner in the contemplation of which we would forget the tough steak and the watery vegetables.

And then the sun withdrew itself from the high places in the heavens—Parliament was prorogued—and the blossoms were folded up to await the return of the seasons. However, under the stimulus of a few hot days in July, the little bonus buds expanded into bloom, and the blossoms yielded themselves to fruitage, so that the tree was not without its glory, although a glory of the lesser sort.

Of course no one expected the bonus plums to be as large and juicy as those first specimens that were displayed in the early part of the season when the deputy-heads had a free hand with the culture of the top branches. Still there was a hope that those forced growths would not draw too much of the sap from the roots and that a fair amount of fruit might be found over the whole surface of the tree. Some, in fact, who did not know of the secret sources from which that fruitage obtained its magnificence, were hopeful that it was an augury of an universal bounteous harvest. But *bonus* is Latin for good, not English for best. Evidently the tree had become wearied in yielding false blossoms and went on strike. "Let me get through this bonus-bearing business as soon as possible," it seemed to say. The tree had the look of a Christmas-tree decorated by children who have not the use of a step-ladder. The lower branches were fairly well filled with pop corn and bon-bons, those a little further up were ornamented with a few tinsel gew-gaws, while the upper limits were beyond the reach of the juvenile Santa Clauses altogether. In addition to this it was made impossible for a single man to get more than a handful off the tree. Double men fared better.

Then, sad to say, the news that the bonus fruit had appeared began to circulate among the poor profiteers of the Capital and other centres of Civil Service activities. It was a great day for the price-raisers. We had no sooner stretched forth our hands for the fruit that seemed to be ours than the landlords, and the coal-dealers and the butchers began in chorus to call, "Say, give us a bite." Even the shoe-repairers have come for a mouthful, presumably as our sole supporters. I rather incline to look upon them as heelers, however, and would not restrict the title to them if I were not afraid of a suit for libel, or definition of character, as an old man down home used to say. In the meantime it looks as if there ain't going to be no core to our apple, even for the one in whose name it is at present registered. I noticed a big placard on a dead wall recently. It read something like this: Get a bonus and the world will make a pathway to your door. There is this consolation, however, that because of the productiveness of the bonus crop the idle rich will be idler and richer than ever this winter, and some poor

dealer in bacon and eggs will be able to pull through because the Government has remembered me and my house.

Just a little longer period of waiting and the tree will display its blossoms to our eyes once more. There are rumours that some of the blooms will be richer in colour and fragrance than before. But never can I hope to recapture the first fine careless rapture that the tree had for me last spring. The aftermath of September is not the sweet clover of June. The Commission and its experts may be able to comfort our hearts and pockets with a revised re-classification later, but never will they be able to overwhelm our imaginations as they did in the earlier parts of this year. The dramatic quality will be absent from all future presentations of their magic arts. Their show cannot be repeated. All we can expect now is a show down. And I ask you candidly, gentlemen, have you anything up your sleeves?

Official Recognition in South Africa

After several years of agitation the postal unions of South Africa have been granted official recognition by the Government. By an enactment of Parliament the Minister of Posts and Telegraphs must hereafter deal collectively with his employees. This minister, Sir Meiring Beck, bitterly opposed the recognition of the unions. He quoted Postmaster-General Burslem to prove that employees' organizations were harmful. Apparently, our Postmaster-General's reputation is known in South Africa, for the Parliament disregarded his opinions of organizations and ordered the Minister of Posts to institute a system of union recognition similar to that already in existence in England.

—Federal Employee.

"All majorities must realize that the minority of to-day may be the majority of to-morrow. The country belongs to all. Every majority will itself divide as new issues arise. Two great parties tend to form in every free nation, the one holding fast to past achievements, the other looking forward to new adjustments,—the one speaking in the name of caution, the other in terms of action. No party can hope to be permanent. One man even, standing alone, may be the rallying point of future majorities."

—David Starr Jordan.



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G. J. DESBARATS, Deputy Minister of the Naval Service.

Unauthorized Publication of this advertisement will not be paid
Ottawa, February 3, 1919.

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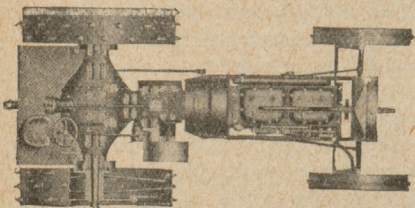
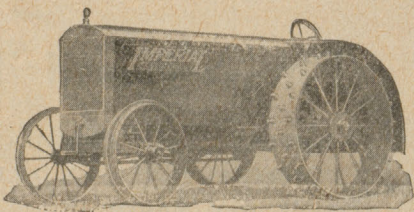
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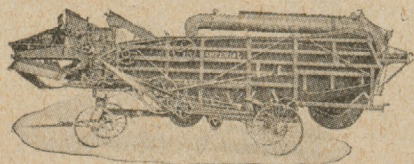
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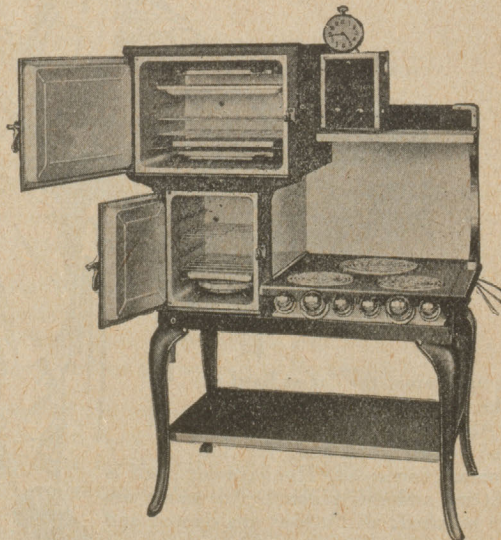
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Brush up against the car as hard as
you like. There's nothing about Car-
hartt Allovers to hurt it, as in the
case of ordinary clothes, for the
buttons are concealed. The garment itself is
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double stitched; all buttons are riveted and
all points where the extra strain comes are
doubly reinforced. A special swing pocket keeps the tools in
place when you bend over. Practically all dealers carry Car-
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His
Majesty's
Mails

POSTAL JOURNAL

Postal
Clerks'
Forum

Kingston Notes

All our soldier employees have returned from the war and assumed duty. A former president of this branch who has been quite ill in the hospital has also returned.

It is difficult to get a classification schedule that will fit all post offices. In the small city office most of the clerks have to perform in the course of a year almost every variety of work that is found in the postal classification schedule.

The position of the discharged postal officials in the West does not look very good. Our sympathy goes to the men with families who have lost both job and superannuation.

We are thankful for the Cost of Living bonus. To cope with the situation it will require to increase every month—same as the cost of living does.

Postal Clerks and the Bonus

Mr. Wm. J. Cantwell, Dominion President of the Postal Clerks' Association, in an interview given the Ottawa newspapers during July, stated the bonus regulations were a distinct disappointment to him, as he had confidently looked forward to the wiping out of the differential between the East and West.

Section 1 of the order-in-council just passed, Mr. Cantwell stated, provides that no section of the regulations contained therein shall be construed to mean that an employee, qualified thereunder to participate in the bonus for the present fiscal year, shall receive less than the combined salary bonus and living allowances entitled to be received by the employee for the fiscal year ending March 31st, 1919.

"This would seem to indicate," he said, "that it is the intention of the Government to continue to pay, during this year, its postal employees west of the lakes receiving a salary of \$1,150 per year and less, \$60 more per year for doing the same work and rendering the same service than its employees east of the lakes, notwithstanding the definite statement of the

Arthur Young Company that conditions do not justify, and have not for some considerable time justified, any difference in remuneration.

"Furthermore, the Government is definitely pledged, over the signature of the President of the Privy Council, to discontinue this discrimination as and from the 1st day of April, 1919.

"In a communication from the Hon. N. W. Rowell, addressed to me, dated the 11th of April, and which was read by him in the House of Commons, on April 14th, Mr. Rowell in his concluding paragraph stated:

"You may rest assured, however, that the existing difference between East and West will be wiped out, and that remuneration will be based on the character of the service rendered, irrespective of the section of the country in

which it is rendered. I believe the above fully answers your enquiries."

"It is difficult to understand, in view of this very definite promise, how the Government can expect the Postal Service to be contented and satisfied when it regards so lightly its pledges.

"I can scarcely believe that the figures which appeared in the morning press are correct. If they are, there has been a serious blunder somewhere, as the experience of the executive of the Postal Clerks' Association scarcely justifies the conclusion that Hon. Mr. Rowell did not intend that his promise should be implemented.

"It is quite true that those who enter the Postal Service west of the lakes will, in future, be paid the same remuneration as employees in the East, but the Government's promise to this association cannot

L'Envoi

(Respectfully dedicated to the boys on the B. & S. R.P.O.)

When you come to Esterhazy, going eastward down the line,
Will you sometimes pause and wonder how I'm coming, pal o' mine?
When the papers all are sorted and you've pulled the Marathon,
Will you sometimes cast your memory to the days now past and gone?

I can hear the engine droning, I can see you sitting there,
With your socks around your boot-tops, combing cinders through your hair;
I can see a lot of pictures as my thoughts are backward cast,
Whilst I glut the maw of Memory on the Fodder of the Past.

Is the old bunk just as cozy as it was in days of yore,
Where I lay and watched the landscape sliding by the dusty door?
Are the beavers bravely building? Is the river flowing still
'Neath the crooked, cork-screw bridges on the road to Rocanville?

Oh I've lots of little pictures that will wile away the time,
(I've some that I could never dare to paint in foolish rhyme,
And tho' I've got the double-cross, for all that's past and gone
My conscience lets me sleep at night and whistle through the dawn.

So while you're sitting dreaming, sifting eastward down the line,
And dusting off old memories to the strains of "Auld Lang Syne,"
I'll wave a parting highball and I'll vanish down the days:
A bloody fool with sand enough to stand by what he says.

JACK CADDEN.

seriously be regarded as having been fulfilled by this arrangement.

"The new bonus will afford some relief to employees whose salaries are over \$1,800, but the amount is so small that it must necessarily be regarded as a mere 'drop in the bucket.'"

I am not at all sure that employees receiving an income of \$2,880 and less than \$3,000 will be very thankful for \$5 per month.

"The different treatment accorded unmarried employees compared to married employees will cause a great deal of dissatisfaction.

"This arrangement earmarks the bonus as a compassionate allowance, and places unmarried employees with dependents in the position of having to discuss their private affairs with their superiors, in order to receive the larger amount provided."

*Equal Pay
for Equal
Work*

What Our Women Are Doing

*In Honour
Preferring
One another*

Our Thanks to the Chauffeurs

The eighteen days of excitement are over and thanks to good luck and good chauffeurs we are all here to tell the tale. Some of us saw humour in the mad rush for a militia truck—that is for the first week—after that it was not quite so funny.

The rush at Britannia was bad enough but on Wellington Street at the Civil Service hour of release it was FIERCE. Women first; if they are quick enough was the order of the day, but jolly few of us got even a toe-hold on the side-seated busses. We fat ones were out of it altogether, so were the fashionably-skirted ones, and therefore were able to stand on the side and watch with amazement the agility of the men in jumping in ahead of the women. Of course, they left the large motor lorries for us—which was decent of them but wretchedly hard on us. Insurance men lost the opportunity of a life time in not travelling on those lorries. Accident policies would have been snapped up like hot cakes. We didn't realize how perfectly safe we were with chauffeurs who had travelled over all kinds of roads in France and Flanders. Every trip I took I wondered if Mother would miss me and if they would collect for flowers in the office. You know the way they collect? The day the tar was spilled on Wellington street bridge, I could see myself laid out on my little bier. Fancy thinking of beer at a time like that; just shows what impossible things will occur to one in a moment of excitement. Arrived at Britannia, we all jumped to *terra firma*, and most of us gave the chauffeur a wavering smile and a few kind words. Cheap? That's us all over.

What an interesting and jolly crowd it was! Each ride added to one's acquaintances. You may sit for an hour beside a stranger in a street car and never think of speaking to him but such was not the case on the motor busses. You talked to every one and every one talked to you, and we have all discovered what fine agreeable people we are. The jumble-up was well worth while if only for that alone.

The swift flashes one had of the worries of the girls were so illuminating. After waiting nearly an hour one morning for a buss, one girl announced that she would have to take a jitney—50 cents—we all thought it too much—in order to be in time. "There goes my lunch for to day," she said, "and that happens to me so often. When I have to take a jitney, I have no money for lunch." Another morning on arriving at Wellington street, a chap, who had simply had a toe-hold on the step all the way in, discovered his shoes, hose and trousers to the knee, were all covered with oily mud. What would the damage be?

Naturally the girls have grumbled a bit over big laundry bills, dusty hair, scuffed shoes and their generally rumpled appearances. It will be many long months before any of us find fault with a spot acquired in the street car. The more remote the cars were, the cleaner they seemed and how we did long for their cool comfort again.

There were moments of exhilaration. One was when we rode through the toll gate without paying toll. We were on government business and it was only the ordinary people who had to pay. And would you really believe it, they are fixing the road now? Some one must have com-

plained. The other was when we found ourself perched up on the seat beside the driver. So exalted was the position, and, so exclusive, that for some moments, we were quite embarrassed, *i.e.* we didn't know what we should say. However, after he had skirted some deep holes and managed to go over some others without touching them and because there was no sign up not to talk to the driver, we plucked up our courage and said: "Were the roads as bad as this in Flanders?" A long pause, then, "Not quite," he answered. Then because we thought we ought to say something we said "really."

There wasn't time for any more conversztion for we had arrived at the East Block, but we got down from our point of vantage feeling that although he might be, in fact most certainly was an excellent driver, the truth was not in him or else his memory was short, for the roads in Flanders couldn't possible be so bad. They had to drive the wounded men over them and it would be quite impossible to drive a wounded man over the Richmond Road and have him living at the end of the journey.

However, we all had our favourite chauffeur, whether we knew him by name or by his black mustache, and we are immensely grateful to them, one and all, for the courteous care and attention they gave us. Of course, we are very found of the street car motormen and conductors too, and we do hope that they will never again go on strike—at least not during our life time; but if they do ever get the idea again, we hope they will consult the women of the Civil Service and then we can hand over to them the amount we have paid for jitneys and extra laundry and shoes and what not. They would be able to live in luxury. No strike necessary.

The National Council of Women

Sixty-five resolutions in all were put through by the National Council of Women at the Regina meetings in June. These covered all kinds of problems from Single Tax to Dress Reform, and be it noted that the large community questions were dealt with first; the final resolution being on the subject of women's dress. Every resolution passed had a bearing on the welfare of any woman any where in Canada, but two were of particular interest to the women of the Civil Service.

It was resolved to ask the Government to appoint a woman to the board of Civil Service Commissioners and a telegraph to that effect was sent to the Premier.

The dress resolution declared "that, in the interests of health morals and thrift, this convention shall appeal to the women of the Dominion to oppose the constant changes in the fashions and styles in dress; and further, that they shall make every effort to adopt a dress of quiet and artistic character for use in their business life."

First Woman Public School Inspector

All women who are interested in the progress of education in our public schools are feeling immensely gratified that a woman has been appointed public school inspector. Miss Marty, of the Ottawa Collegiate staff, is the appointee and anyone who has followed her work as an educationalist will expect great good to result from her appointment.

Put Ban on Women

No woman will be permitted to take charge of a passenger airplane in Great Britain.

Who May Vote

The coming provincial referendum on the repeal of the Ontario Temperance Act is causing many to wonder just who is to be allowed to vote. In reply to a correspondent, the *Toronto Globe*, in a recent issue, gave the following information. It is to be presumed that changing the word Toronto to that of the name of the place in which one resides will make it applicable to that place.

WHO MAY VOTE

1. Property qualifications not necessary.
2. Every voter must—
 - (a) Be a British subject by birth or marriage, or naturalization. (A woman of alien birth, though married to British subject, must receive from Supreme or District Judge certificate of qualifications.)
 - (b) Twenty-one years old on or before August 25th, 1919.
 - (c) A resident in Canada on or before June 30th, 1918, a resident in Toronto on or before March 31st, 1919, and domiciled in this electoral district on or before May 31st, 1919.
3. All nurses, sailors and soldiers who when enlisted or called for service for home or overseas during the late war were resident in Toronto regardless of age, whether returned or returning.
4. All students in attendance at institutions of learning who are resident in Toronto during service or attendance at such institutions providing they are not entitled to be, and cannot be, entered on the list of any other municipality.

A Sunday Club

Once in a while some one makes the request that the Halcyon Club be kept open on Sundays. Last July, this request was granted but it was then found that so very few people made use of the privilege that the additional expense was not justified. So after being open for one month, it has been closed on Sundays ever since last August.

Should there be a real need of having the rooms open on Sunday, the Advisory Council would arrange to have the Sunday hours from say noon till seven o'clock, i.e. from after church in the morning till church time in the evening.

The way to have this privilege granted or indeed to have any changes or improvements made in the Club rules or management is to write a note to either the president or the secretary about it, and the matter will be given serious consideration in the Advisory Council.

A Synopsis of Halcyon Club Rules

General Rules.—Club fee, \$5.00 per annum. Year begins May 1st.

The Superintendent has absolute charge of the rooms and any question of deportment, etc., must be settled by her.

Card playing for stakes, or card playing on Sunday strictly prohibited.

The noon hour is for resting, and quietness must prevail.

Gentlemen visitors admitted any time on Saturdays, but only after 2 p.m. on other days.

No book or magazine to be taken from the Club.

Club writing paper may be obtained from the Superintendent, at a low rate.

Lunch Room.—Lunch room is for the use of MEMBERS ONLY.

Trays of dishes with pot of tea or milk may be obtained from the Superintendent; the tray to be carried to small table by the member herself, returning the tray to the service table when finished.

Care should be taken not to bring more food than is required at the time as there is no refrigerator or cupboard for keeping food.

Private Parties.—Members registering for parties must state approximate number of guests, and name of chaperone.

The club rooms ordinarily close at 10.30 p.m., but should a member desire to continue her party after that hour, she may do so on payment to the Superintendent of a fee of \$1.00 up to 12, midnight, or \$2.00 up to 2.00 a.m. Under no circumstances may a party continue after this hour.

All breakages must be paid for. Should any cloths be soiled, the washing of same must also be paid for.

No boracic acid or other powder to be used on the floor, but it may be waxed if desired.

For further information, please consult the Bulletin Board or the Superintendent. The latter will be pleased to give any particulars desired.

These rules are of course tentative, and are subject to alteration according to the requirements of the club and the convenience of members.

Books and Magazines Wanted

During the summer every one is apt to indulge himself with some extra magazines and a few copies of the latest fiction. Perhaps the stories have helped pass some happy hours for you and your friends, but once read you have no further use for them, and they only take up room in your book case that you may need for something better. Why not pass them on to the Halcyon Club? They will be immensely appreciated if you will send them in at any time, or, better still, bring them in and see what we already have on our shelves.

Why Not?

In one of the July issues of the *Canadian Railroader*, appeared the following:

A WOMAN COMMISSIONER

There are at present three Civil Service Commissioners, and it has just been proposed that the number be increased to five. It has been suggested that one of the two new members be a returned soldier and a voice has been heard from somewhere to the effect that the other appointment be given to a woman. This suggestion should meet with approval, considering the large burden of patriotic work that has been borne by women, both in and out of the Civil Service, during the war. Numbers of women from the Atlantic to the Pacific are working in government offices; the interests of women need to be safeguarded, and a woman commissioner could interpret to many of the younger workers the opportunity for national service that may open to them in government offices. It is only right, where a large number of women are employed, that recognition of this fact be made by the appointment of a woman representative to the Civil Service Commission.

Why We Are Skeptical

In a recent issue of the *New Republic*, New York, appeared an article under the title "Solidarity?" which so clearly indicates the struggle that women workers the world over are having that it seems well to publish it in this page. The story of one woman's struggle for justice or that of a group of women is practically the same in every walk of life.

It is the same with the women of the Civil Service. The St. Paul idea is strong everywhere and very much the same experiences which have resulted in the calling of an international conference of working women in Washington in October, have caused the Women's Branch of the Civil Service Association to ask that, when the Civil Service Commission is increased to five members, one shall be a woman.

SOLIDARITY?

When the telephone operators of Boston asked their 'brothers' in the

A. F. L. whether they ought to venture a strike against Burleson they were kindly advised not to. 'You're only girls, and he has an awful record.' If we don't remember this and similar cases we may wonder why women workers should have to meet in convention separate from men workers. Whatever may be the attitude of the masculine and capitalist state, surely in the eyes of labour there should be neither men nor women but only workers, all helping each other in their fight.

Yet the National Convention of the Women's Trade Union League met in Philadelphia, and the A. F. of L. met in Atlantic City, and their relations are summed up in the fact that the Women's Trade Union League had to pass a resolution urging the A. F. of L. to elect at least one woman to its executive councils.

For this state of affairs the women are not to blame. Although the A. F. of L. is squinting at the fact that the solidarity of labour means including the unskilled man, it appears to be guided solely by St. Paul in its policy toward even the skilled woman. If she must be taken into the meeting, well and good. Let her pay her dues and hold her tongue. The obvious consequence of such a policy has been the Women's Trade Union League. Its seventh biennial convention was the seventh proof of the League's success as the incubator and nurse and school and defender of women trade unionists, actual and potential, everywhere. Here delegate after delegate arose with reports of strikes won or bravely attempted; of organization carried on against the worst of obstacles, the inertia and ignorance of the workers themselves. Nor was the discussion conducted on the newspaper principle of 'things of interest to women.' Naturally the Convention recommended laws for the protection of women and children and planned for the organization of such neglected workers as domestic servants and housewives, but its pervading spirit was not one of the sex particularism, however justified,—it was the warm and daring spirit of striving for a fine relationship to life, not only for their own country but for the world.

This was the spirit behind the resolutions, and the simultaneous passage of the federal suffrage amendment should guarantee them greater attention than they might otherwise receive. The women who proposed them were some of them young, many

of them elderly, but they almost unanimously adopted and discussed resolutions in favour of proportional representation, taxation of land values, co-operative societies and banks, government ownership of public utilities, free speech and political amnesty, a national labour party, the solidarity of all labour irrespective of skill, sex or nationality.

Not less characteristic were the resolutions of disapproval—disapproval of the absence of the Fourteen Points from the peace treaty, the blockade of Russia and Germany, the propaganda of hatred, the Kolchak government, military training in America.

The realization of the world's interdependence which these resolutions imply was projected also in the calling of an international conference of working women to be held in Washington, D.C., in October, a week before the first International Labour Congress meets at the call of the government of the United States. Why a week before? Why not at the same time and together with the International Labour Congress? For the reason that St. Paul has influenced not only the A. F. of L. but also the report of the International Labour Commission. The utmost efforts of British, French and American working women succeeded only in getting the articles amended to stipulate that 'when questions specially affecting women are to be considered by the Conference one at least of the advisers should be a woman,' and that 'a certain number' of the staff of the International Labour Office should be women. Not satisfied even with these reckless concessions, the unreasonable Americans, Mary Anderson of Chicago and Rose Schneidermann of New York, went to President Wilson to find out if he would appoint a woman as one of the two delegates to which each government is entitled at the coming Washington Conference, besides the representative of the employers and the representative of labour. They did indeed get the President's promise that when the time came for the appointments he would give 'earnest and thoughtful consideration' to the request. It is they, nevertheless, who recommend the additional safeguard of a working women's conference a week before the International Labour Conference to give 'impetus to the consideration of the questions affecting women.' Who can blame them for their skepticism?

Bright Tales from Dull Blue Books

The Story of Poor Old Ishikawa.

By FRANCIS GIDDENS.

(Reprinted from the Toronto Star Weekly.)

KATSUZO Ishikawa was born in Tokyo in the land of Dai Nippon, but at a comparatively early age came to British Columbia. With his earlier life we are not concerned; at the time of which we write he was keeping a boarding-house and billiard-room in the city of Vancouver and was President of the Japanese Boarding-house Keepers' Union. Even the Japanese have boarding-houses—there are some necessary evils which, like the poor, we have always with us—but the Japanese in Vancouver not only had boarding houses, they had a Boarding-house Keepers' Union as well. It was not a trade union; it was, rather, a sort of employers' association, for most of the proprietors of boarding-houses were employment agents and labour contractors as well.

"Poor old Ishikawa—that poor old man"—it was thus that Nagao, the interpreter, was wont to call him—it was thus he continued to be known in later years—was not poor in the sense of poverty—it will be remembered he was a boarding-house keeper—rather it was in the sense of pity. He was old, and as subsequent events will show, he became, in truth, "Poor old Ishikawa."

Ishikawa was unconsciously the occasion of a great dénouement; he it was who furnished a clue—supplied the answer, in fact, to an important question existing in the year 1907 on the British Columbia coast—a question somewhat of the nature of another question at one time popular in another province—"Where did the money come from?" In British Columbia, however, it was a case of

"Where did the Japanese come from?" Ishikawa gave the answer.

In the spring of 1907 the Oriental immigration situation on the Canadian Pacific coast was becoming acute. Chinese immigration, restricted to some extent by the imposition of a

wages and reduce standards of living, went about it in a quiet, inoffensive way, and would usually stand for the kicks and cuffs—metaphorical and otherwise—to which he was not infrequently subjected. The Japanese, on the other hand, was aggressive and sometimes belligerent.

In ordinary numbers the Japanese did not cause other than the usual dislike; when, however, in the months of June and July, 1907, there landed in Vancouver some 500 labourers from Japan and over 1,400 from Hawaii, followed by some 600 more in August, dislike turned to disorder, and on September 7, following a meeting of the Anti-Asiatic League, serious riots occurred in the Chinese and Japanese quarters in Vancouver, which afterwards cost the Dominion Government something in the neighbourhood of \$50,000.

In the fall of 1907, Hon. Mackenzie King, at that time Deputy Minister of Labour, was appointed a commissioner to look into the losses sustained by Japanese in these riots and to assess their damages. It was before this Commission that Ishikawa appeared; he had suffered loss and damage; he gave evidence to that effect—and straightway became "poor old Ishikawa."

It was about noon on Tuesday the twenty-ninth day of October, in the year of our Lord, 1907, (one might as well be exact in these details) that Katsuzo Ishikawa allowed the feline to escape from the sack. He was being examined touching his claim for damages sustained in the riots; he had told his story in a simple, straightforward manner; his claim was an honest one beyond doubt; the old man was sincere and ingenuous; his examination was practically finished. The spectators had left for lunch, counsel for the claimants,

(The blue-book is not exactly the sort of publication to which one turns in an effort to while away a lonesome hour—dryness and blue-books, in fact, have come to be regarded as synonymous terms—and yet hidden between the little-read pages and unnoticed beneath the official phraseology of government publications, lie buried some bright tales. The present series aims to present some of these,—dug out, disentangled from clinging statistics, well dusted and divested of the cumbersome language by which too frequently their interest is obscured.)

\$500 head tax, though not relished by the white inhabitants of British Columbia, was not causing any great alarm; it was steady, but it came gradually and could be controlled. The head tax had been put up before; it could be put up again. What commenced to worry the people, however, was the big increase in the number of Japanese labourers coming to British Columbia's shores.

The Japanese labourer, according to evidence given before the Commission subsequently referred to, was regarded as a less desirable citizen than the Chinaman, who if he did cut

newspaper men as well, had departed; the Commission was about to rise, when an innocent remark from Ishikawa supplied the missing link. He had been relating how an employment agency, with which he was connected, supplied men to contractors, and how they had a few agents who went to the different camps and looked after the men. The use of the word "agent" suggested a question as to whether the company had agents in Japan, to which Ishikawa replied that he himself was an agent of a Japanese firm. He might have been safe even at this point, as it was merely agents shipping Japanese food supplies, of which the Japanese in British Columbia import large quantities from Japan, which the commissioner had more directly in mind, but to the next question—"Do you buy supplies from that company in Japan?" he replied: "Oh, that is emigration company."

It was all off now. The hour was about 1.30. The Commission was to sit again at 2.30, the commissioner and secretary were hungry, but here

was the great opportunity—it was seized. When the Commission rose, poor old Ishikawa had been pumped dry; he had told all about the emigration companies in Japan formed for the purpose of sending out Japanese labourers for the railway and lumber camps of British Columbia; he had supplied the names of other companies in Vancouver who were bringing immigrants from Japan; he had furnished the *raison d'être* for a further enquiry as to the methods by which Orientals had been induced to come to Canada, the Commission authorizing which was rushed through almost before the Japanese interested in the immigration of labourers had had time to get set, and which further enquiry cleared up the whole question of how the Orientals were coming in.

This further enquiry, however, is another story; the present concerns merely poor old Ishikawa. For once it became known among his Japanese friends how Ishikawa had let the cat out of the bag, his lot was not a happy one. He was condemned for his stu-

pidity; it was plain in later evidence that strong efforts were made to dispute his testimony and throw discredit upon it, but to no avail. Ishikawa was a tide in the affairs of men; he had been taken at the flood; and he had led on to victory for those interested in solving the reason of the big influx of Japanese into British Columbia.

And no doubt oft times in his boarding-house on Powell street, in the Japanese quarter in Vancouver, as he gathers in the receipts from his billiard table and debates what manner of hash his boarders shall have on the morrow, Ishikawa meditates on those fair days when he was President of the Japanese Boarding-house Keepers' Union, from which long since he had been dethroned, and of one particular, eventful day—a dismal, rainy day in the fall of an eventful year—"Ah! surely the month was October, in this most immemorial year"—the day that he became in truth "Poor Old Ishikawa."

OWN YOUR OWN MIND

Have you ever considered the possibility of doing this?

Remember that living in a rented mind, furnished with opinions bought on the installment plan, never offers any inducement with it for the future. Not only this, but you are not saying up anything.

The advantages of owning your own mind will be apparent at a moment's thought.

In the first place, you come to take a personal interest, which you do not feel when it is owned by some one else. Then, again, the natural increase in value redounds to your own profit. You have no one to dictate as to the inside furnishings and decorations. Besides, it makes you more particular with regard to what you put into it. If you live in a rented mind, you don't care much. You will drive nails in the walls, and get generally careless about it. But when you own your own mind, you are constantly going about picking it up. You take real pride in it.

Be it ever so humble, there is no place like a mind that you own yourself.

—Life.

London postal workers have commenced an agitation for the revision of working hours in order that they may be enabled to enjoy the same civil and social privileges as other workers in the Civil Service. New working hours are proposed which have for their object the abolition, as far as possible, of night work. The proposed reforms include the establishment of a seven-hours' day, the closing down of post offices between the hours of 8 p.m. and 6 a.m., and the restriction of night duty to a minimum, all work to cease at 6 p.m. on Saturday, and Sunday duty to be voluntary.

Federal employees in the United States are working for an adequate retirement fund. The American Federation of Labour is assisting them.

We believe that performance is better than promise, and we rest our claim for the support of the workers on the general

declaration that we stand for the industrial freedom of those who toil, and the political liberation of those who for so long have been denied justice.

ANONYMOUS

Oh, the emptiness of gainful crowding in a common world,—the fine joy of wandering in our 'separate star,' where pleasure is in doing and reward in dignity of product. A pebble must be thrown into the water before the waves will start; who throws it makes no difference. Thought must find expression if the circle of its influence is to widen; who says it matters little if it moves us, nothing if it does not. In days like these, when vicarious sacrifice has made the value of a soldier something entirely separate from his individuality, the value of a thinker should likewise be something entirely separate from his identity, for we are more than ever living in a world where

"... no one shall work for money, and
no one shall work for fame,
But each for the joy of the working, and
each, in his separate star,
Shall draw the Thing as he sees It for the
God of Things as They Are."

Commission Orders and Decisions

The following lists of appointments, promotions, transfers and successful candidates for the month of May have been furnished by the Civil Service Commission:

Appointments

Agriculture.—Victor Pope (R.W.) and Henry Wm. Cox (R.S.) lay inspectors, Edmonton.

Civil Service Commission.—G. E. Garrett.

Customs and Inland Revenue.—Alphonse Beaudet (R.S.) messenger; Chas. W. Brown, acting preventive officer of customs, Toronto.

Interior.—Ivan C. Clendinnen (R.S.), clerk; G. F. Beardsley (R.S.) clerk, Dominion Parks Branch; Robert James Hourie (R.S.) assistant forest ranger, Pines Forest Reserve; John McBride, Duncan Finlayson (R.S.), Godfrey P. Reed (R.S.), Cecil David Vance (R.S.), Wm. W. McDonald and Harold Ed. Wells, forest rangers, Pasquia Reserve; Ernest L. Gardiner (R.S.), Wm. H. Darling (R.S.) and John B. Ainslie (R.S.), assistant forest rangers, Sturgeon Forest Reserve; N. F. Elliott (R.S.) and Geo. H. Birkett (R.S.), assistant forest rangers, Nisbet Forest Reserve; Geo. Dare (R.S.), James Inch Swanson (R.S.) and Geo. Harry Sykes (R.S.), assistant forest rangers, Big River Forest Reserve; John Bell (R.S.), Dominion fire ranger, Salmon Arm Fire District; Emily Margaret McKinley and Hazel D. Campbell, stenographers, Dominion Lands Branch; John S. MacFarlane (R.W.), fire and game warden, Waterton Lakes Park; A. W. Davies (R.S.), warden, Jasper Park; P. E. Tompkins (R.S.), warden-linesman, Jasper Park; W. J. Comley (R.S.), teamster, Turtle Mountain Forest Reserve; David Adams (R.S.), and James E. Wheeler (R.S.), engineering clerks, Water Powers Branch, Kamloops.

Labour.—W. H. Lamceley (R.S.), clerk.

Justice.—Wm. Alex. Bennett (R.S.), guard, British Columbia Penitentiary; Geo. W. Whan (R.S.), Arthur Pullen (R.S.), M. J. Jenkins (R.S.), Jos. Fred. McConnell (R.S.) and James Gilmour (R.S.), guards, Kingston Penitentiary.

Marine.—Geo. W. Bourke (R.S.), clerk, Meteorological office, Toronto; Alex. E. Morrison, measuring surveyor, etc., Port Hawkesbury, N.S.; Edward Newman Douglas (R.S.), operator, Dartmouth Depot, Halifax, N.S.; Capt. Martin Meager, harbour master, Canso, N.S.

Militia and Defence.—Jean Fenton and Cecile DesRivières, typists; Lillian May Eastwood, stenographer.

Naval Service.—Gladys Pooler, clerk.

Mines.—J. A. Viau (R.S.), messenger; Col. Gordon Ogilvie, chief inspector, Explosives Division.

Post Office.—C. C. Plante (R.S.), railway mail clerk, London dist.; E. Gibson (R.S.), railway mail clerk, Saskatoon dist.; L. P. Lally, clerk, Ottawa; Henri Trudeau and Emile O. Roy, porters, Montreal; Claude

Kerby, letter carrier, Chatham; John Arnold Russell (R.S.), parcel post porter, Niagara Falls; John Simpson (R.S.), letter carrier, Montreal; Zelpha H. Dickson, Inez Valinsky and Hector A. Lafleur, sorters, Ottawa; Margaret G. Dea and Agnes Pilon, clerks, Ottawa; Alfred Crowther, clerk, Winnipeg; Ernest Bell, (R. S.), mail transfer agent, Frank Brabyn (R.S.), letter carrier, Woodstock; Donald McCuaig, sorter, Ottawa; Jos. Desloges, porter, Montreal; Geo. Burns, letter carrier, Hamilton; Wm. Paul (R.S.) and C. L. Davis, letter carriers, Calgary; Allan McDonald, letter carrier, Sydney; H. Smith, letter carrier, Winnipeg; J. F. Beaudet and C. A. Philpott, letter carriers, Ottawa; R. G. Kelland (R.S.), letter carrier, London; L. Daly, clerk, Ottawa; M. V. Angew (R.S.), clerk, Saskatoon; Gertrude A. Gibson, clerk, Moosejaw; L. C. Howe, clerk, North Bay; Thomas Saberi (R.S.), H. T. Smily (R.S.), W. J. Hynd (R.S.), J. C. Hiney (R.S.), Jos. Maycock (R.S.) and A. S. Smith (R.S.), letter carriers, London; Marie A. A. Trudel, clerk, Ottawa; Bertha Duckett, clerk, Montreal; A. B. Robertson (R.S.) and Wm. Jenkins, letter carriers, Winnipeg; R. Kerr, letter carrier, Vancouver; G. Little (R.S.) and R. Crawford (R.S.), letter carriers, Victoria; Michael A. Kelly, sorter and messenger, Ottawa; M. Anderson, letter carrier, Winnipeg; L. R. Brainerd, letter carrier, Saskatoon; Eugene Chartrand (R.S.), letter carrier, Hull; V. S. Turkington (R.S.), letter carrier, Saskatoon; Sydney Cooper (R.S.) and Fred Ward (R.S.), letter carriers, Winnipeg; Réal Lefebvre and Georges Labrosse, clerks, Montreal; S. A. Grimes, clerk, Ottawa; Rouville Noiseux, Georges Labelle and Eugène Pelletier, clerks, Montreal; C. E. Johnston, messenger, Vancouver; J. P. Arcand and Ludovic St. Michel, (R.S.), porters, Montreal; W. L. Kirkpatrick, railway mail clerk, North Bay; Alphonse Joseph Riendeau, sorter, Ottawa; Francis Patrick Black, mail transfer agent, Kingston; Armand Beaudoin and Jos. U. S. Geoffrion, clerks, Montreal; P. M. Newton, railway mail clerk, North Bay; W. R. Lundy (R.S.), railway mail clerk, Toronto; G. W. Cummings, letter carrier, Edmonton; Fabien Côté (R.S.), letter carrier, Hull; James Rea, letter carrier, Winnipeg; E. C. Richardson (R.S.), R. Knight (R.S.) and F. Turner, letter carriers, Victoria; Armand Leblanc, Félix Nantel, Louis Labelle, Toussaint Dion, Alphonse Legault and F. X. Surprenant, porters, Montreal; F. W. Boyt (R.S.), clerk, Vancouver.

Public Works.—Mark W. Oldroyd (R.S.), night fireman, Peterborough; Joseph Williams (R.S.), engineer on dredge; John Chas. Stoddart (R.S.), caretaker, Shelburne; C. Mereweather, operator lineman, Mirrow Landing, Alta.; Jacob Harvey Searls (R.S.), caretaker, Norwich; James Clark (R.S.), caretaker, Prince Albert; James Steel, cleaner, Montreal.

Promotions

Agriculture.—E. S. Archibald to Div. 1A.

Civil Service Commission.—Marion F. Swteart to Div. 3A.

Customs and Inland Revenue.—F. T. Pattison, to collector of customs, Bridgeburg, Ont.; H. M. Baker, to collector of customs, Summerside, P.E.I.

Finance.—C. E. Campbell, to Div. 2A.

Justice.—C. P. Babcock, to industrial guard, Dorchester Penitentiary.

Library of Parliament.—Blanche Chevrier and Jos. G. Pigeon to Div. 2B.

Marine.—Basil H. Fraser to chief engineer.

Post Office. Belleville: Jesse C. Waddell to class 2B. Chatham: Arthur Ed. Green, Spence A. Reid and Louis D. King, to Class 2A. Cornwall: Thos. Ed. Petipiece, to Class 2A. Ft. William: William Griffiths, to Class 3A; Walter MacDonald, to Class 3A. Kitchen: Albert P. Strub, to Class 2B. Lethbridge: W. A. Taylor, letter carrier to Grade B. Moosejaw: H. A. Story, porter to Grade E. Montreal: Aimé Lavoie, J. A. Brunelle, Georges Beaulieu, Conrad Poirier and Ida Lemire, to Class 3A; Edmond Leprohon, Jos. Alphonse Poupart, Jos. Dugay, Henri Blanchard, Paul Guillet, Roméo Trudeau, Palma Racicot, J. F. Perreault, Timothée Loïselle and Hermas Desrosiers, to Class 2B. Niagara Falls: Geo. Theron Farrell, to Class 2A. Ottawa: J. J. McNee, to Class 2B; W. J. P. Cantwell, to Class 1A. Owen Sound: Neil Ed. MacDonald, to Class 2B. Port Arthur: Richard D. Weston, to 3A. Quebec: F. X. Couillard, to Class 3A. St. John: J. A. Hughes, H. M. McRobbie and R. H. Evans, to Class 3A. St. Thomas: Clifford M. Baker and Morton Riddle, to Class 3A. Sault Ste Marie: Margaret O'Brien, Lila Saunders and Grace Evans, to Class 3A. Toronto: Cecil Inson Kaiser, to Class 2A; Harold Roy Portch, Edna Russell, Geo. Arthur Titus, Wilfrid Harris and Miriam M. K. Taylor, to Class 3A; Ed. Blakely Goss and Jas. Wm. Irwin, to Class 2B; Francis Jos. Hallinan and Thos. Henry Meredith, to Class 2A; Harry J. A. Painter and Roy Harold Wallace, to Class 2B; Roy Morden, mail transfer agent to Grade B. Truro: Olive Bishop to Class 3A. Victoria: G. T. Williams, letter carrier, to Grade E.; H. E. Newman and E. C. Richardson, letter carriers, to Grade B. Winnipeg: A. Smith, letter carrier, to Grade B.

Secretary of State.—A. G. Learoyd, to Div. 1A.

Trade and Commerce.—Annie Robertson, to Div. 3A; P. A. Hughes, to Div. 1B; Margaret Irwin, to Div. 3A.

Transfers

Jas. S. Roe and O. Goldwin Kemp, from Inside to Outside Service, Customs and Inland Revenue.

A. E. Hopper and Thos. McConkey, from Outside to Inside Service, Marine.

E. H. Berthe, from Secretary of State to Soldiers' Civil Re-establishment.

G. R. MacQueen, from Outside to Inside Service, Post Office Department.

Jas. A. Davis, from Outside to Inside Service, Customs and Inland Revenue.

J. E. Featherston, from Interior to Immigration and Colonization.

Chas. P. Flynn, from Inside to Outside Service, Customs and Inland Revenue.

Successful Candidates

The following appointments to the positions indicated have been made as the result of special examinations:

Inspectors for Administration of the Adulteration Act, Dept. of Trade and Commerce; salary, \$1,200 per annum.—J. O'Donnell, Quebec, P.Q.; U. L. Gingras, St. Romuald d'Etchemin, P.Q.; A. W. Cook, Hamilton, Ont. (R.S.); W. E. Wilson, Brockville, Ont. (R.S.); J. Maisonneuve, Ft. William, Ont. (R.S.); H. G. Hibbs, Perbeck, Alta. (R.S.).

Chief Cost Data Clerk, Dept. Railways and Canals; salary, \$175 per month.—E. E. Hubbard, Port Arthur, Ont. (R.S.).

Chemist for the Explosives Division; Mines Dept.; salary, \$2,100 per annum.—G. B. Frost, Orillia, Ont.

Live Stock Assistant, Toronto Stock Yards, Agriculture Dept.; salary, \$2,000 per annum.—Peter Stewart, Toronto, Ont. (R.S.).

Live Stock Specialist, Quebec, Agriculture Dept., at an initial salary of \$2,000 per annum.—J. N. Ponton, Oka, Que.

Assistant to the Officer-in-Charge of Winnipeg Stock Yards, Agriculture Dept., at an initial salary of \$2,000 per annum.—G. T. Johnston, Grafton, Ont. (R.S.).

Inspector of Illustration Stations, for the Province of Quebec, Agriculture Dept.; salary, \$1,600 per annum.—H. B. Roy, Sabrevois, P.Q. (R.S.).

Hydrometric Engineer for the staff of the Chief Engineer of British Columbia Hydrometric Survey, Interior Dept.; salary, \$1,500 per annum.—A. L. McNaughton, Kamloops, B.C.

Assistant Chemist, Dominion Grain Research Laboratory, Trade and Commerce Dept., Winnipeg; salary, \$1,400 per annum.—R. H. Fraser, Winnipeg, Man.

Forest Assistants, Forestry Branch, Interior Dept., at initial salaries of \$1,400 and \$1,300 respectively.—G. M. Linton, Toronto (R.S.) and C. R. Christie, Fredericton, N.B.

Supervisor of Home Economics, Agricultural Instruction Branch, Soldier Settlement Board; salary, \$2,500 per annum.—Mrs. Jean Muldrew, Ottawa, Ont.

Timber Scaler at New Westminster, B.C., Interior Dept., at an initial salary of \$2,000 per annum.—J. B. McCullough, Port Haney, B.C., (R.S.).

Superintendent and Chief Warden, Waterton Lakes Park, Alta., Interior Dept.; salaries, \$1,800 and \$1,500 per annum, respectively.—Supt.: Geo. A. Bevan, Cochrane, Alta., (R.S.); Warden: Herbert Knight, Pincher Creek, Alta., (R.S.).

Agricultural Engineer, Reclamation Service, Interior Dept.; salary, \$1,600 per annum.—H. D. Marriott, Victoria, B.C. (R.S.).

Dominion Land Surveyors for office work in Ottawa, Topographical Surveys Branch, Interior Dept.; salaries, \$1,500 per annum.—J. H. McKnight, Simcoe, Ont., (R.S.); Major J. J. Stock, Ottawa, Ont., (R.S.).

Clerical Assistant to Storekeeper Kingston Penitentiary; Justice Dept.; salary, \$1,200 per annum.—Geo. Harrison, Kingston, Ont. (R.S.).

Assistant in Motion Picture Division, Exhibits and Publicity Bureau, Trade and Commerce Dept.; salary, \$75 per month.—E. R. Brodie, Brockville, Ont. (R.S.).

Statistical Clerk, Labour Dept.; salary, \$1,800 per annum.—Jas. A. Green, Ottawa, Ont.

Assistant Editor, Bureau of Statistics, Trade and Commerce Dept.; salary, \$1,700 per annum.—H. P. Herington, Toronto, Ont. (R.S.).

Entomological Assistant, Division of Forest Insects, Agriculture Dept.; salary, \$1,400 per annum.—M. B. Dunn, Fredericton, N.B.

Supervisors of Potato Inspection for Ontario, New Brunswick and Nova Scotia, respectively, Agriculture Dept.; salary, \$1,200 per annum.—H. A. Coon, Kingston, (R.S.); W. H. Hayes, Gondola Point, Kings Co., N.B.; W. K. McCulloch, Truro, N.S.

Assistant Inspector of Gas and Electricity, Edmonton, Trade and Commerce Dept.; salary, \$1,200 per annum.—B. M. Hill, Edmonton, Alta.

Timber scaler, New Westminster, B.C., Interior Dept.; salary, \$2,000 per annum.—Wm. Hanna, New Westminster, B.C.

Officer-in-Charge of Field Laboratory, Brandon, Man., Agriculture Dept.; salary, \$1,600 per annum.—D. L. Bailey, Winchester, Ont.

Assistant in Field Laboratory, Indian Head, Sask., Agriculture Dept.; salary, \$1,600 per annum.—J. B. McCurry, Ottawa.

Assistant, Field Laboratory, St. Catharines, Ont., Agriculture Dept., at an initial salary of \$1,500 per annum.—A. H. Bogue, Ottawa.

Assistant, Field Laboratory, Charlottetown, P. E. I., Agriculture Dept.; salary \$1,500 per annum.—G. O. Madden, Toronto, Ont.

Forest Assistant, Commission of Conservation; salary, \$1,500 per annum.—G. A. Mulloy, Toronto, Ont.

Clerk in Forecast Branch, Meteorological Office, Toronto, Marine Dept.; salary, \$1,500 per annum.—G. W. Bourke, Toronto, Ont. (R.S.).

Captain for C. G. S. "Loos," Naval Service Dept.; salary, \$125 per month.—Capt. Wm. Tremblay, Les Eboulements, P.Q., (R.S.).

Assistants to Superintendent of Experimental stations, Brandon, Man., Scott, Sask., Rosthern, Sask, Morden, Man.; salary, \$1,400 per annum.—F. H. Reid, Winnipeg, Man; S. J. Sigfusson, Lundar, Man. (R.S.); J. F. Block, Edmonton, Alta.; E. S. Hayter, Winnipeg, Man.

Chief Engineer for C. C. S. "Loos," Naval Service Dept.; salary \$110 per month.—G. E. Percy, Montreal.

Deputy Registrar and Law Reporter, Exchequer Court, Justice Dept.; salary, \$2,900 per annum.—A. W. Duclos, Ottawa, Ont.

Superintendent of Construction for Hamilton Public Building, Public Works Dept.; salary, \$250 per month.—Lieut. G. T. Evans, London, Ont. (R.S.).

Auditor of Medical Stores, Soldiers' Civil Re-establishment Dept.; salary, \$2,400 per annum.—Major Jas. Grant, Halifax, N.S., (R.S.).

Motion Picture Editor, Trade and Commerce Dept.; salary, \$2,400 per annum.—R. S. Peck, Chatham, Ont.

Legal Officer to supervise Administration of Companies' Act., Secretary of State Dept.; salary, \$2,100 per annum.—W. P. J. O'Meara, Ottawa.

Assistant Editor Publications Branch; Agriculture Dept.; salary, \$1,800 per annum.—John B. Munro, Guelph, Ont.

Indian Agent, Pelly Indian Agency, Kamsack, Sask., Indian Affairs Dept.; salary, \$1,200 per annum.—Major Chas. Bradbrooke, Kamsack, Sask. (R.S.).

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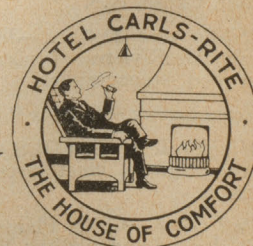
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MURRAY BAY (The Newport of Canada)
TADOUSAC (Where Jacques Cartier first landed)
QUAINT OLD QUEBEC (Cradle of New France)

WITH THE ADDED ATTRACTION OF A DAYLIGHT WATER TRIP FROM QUEBEC TO
MONTREAL

STEAMER "SYRACUSE," an up-to-date steamer
with all the comforts of an hotel will

LEAVE MONTREAL EVERY WEDNESDAY

Make your bookings early
as travel is extremely heavy

RATES: \$60.00 in Outside Rooms; \$50.00 in Inside Rooms

Lv. MONTREAL	Wednesday, 7.30 p.m.
Arr. QUEBEC	Thursday, 7.00 a.m.
Lv. QUEBEC	Thursday, 8.00 a.m.
Lv. ST. IRENEE	Thursday, 1.30 p.m.
Arr. MURRAY BAY	Thursday, 1.50 p.m.
Lv. MURRAY BAY	Thursday, 2.50 p.m.
Lv. CAP A L'AIGLE	Thursday, 3.20 p.m.
Lv. ST. SIMEON	Thursday, 4.30 p.m.
Arr. TADOUSAC	Thursday, 7.00 p.m.
Lv. TADOUSAC	Thursday, Acc. to tide.
Arr. CHICOUTIMI	Friday, Acc. to tide.
Lv. CHICOUTIMI	Friday, Acc. to tide.

CRUISE SLOWLY DOWN THE SAGUENAY,
spending an hour in and around Trinity Bay, so as
to reach Tadousac 7.30 p.m. Spend night at
Tadousac.

Lv. TADOUSAC	Saturday, 2.00 p.m.
Lv. CAP A L'AIGLE	Saturday, 4.30 p.m.
Arr. MURRAY BAY	Saturday, 5.15 p.m.

REMAIN OVERNIGHT

Lv. MURRAY BAY Sunday, 2.30 p.m.

CRUISE SLOWLY TO QUEBEC, GOING OVER
TO THE SOUTH SHORE WHEN WEATHER
IS FINE

Arr. QUEBEC Monday,

SPEND DAY IN QUEBEC

Lv. QUEBEC	Monday, Midnight.
Arr. MONTREAL	Tuesday, 3.00 o'clock.